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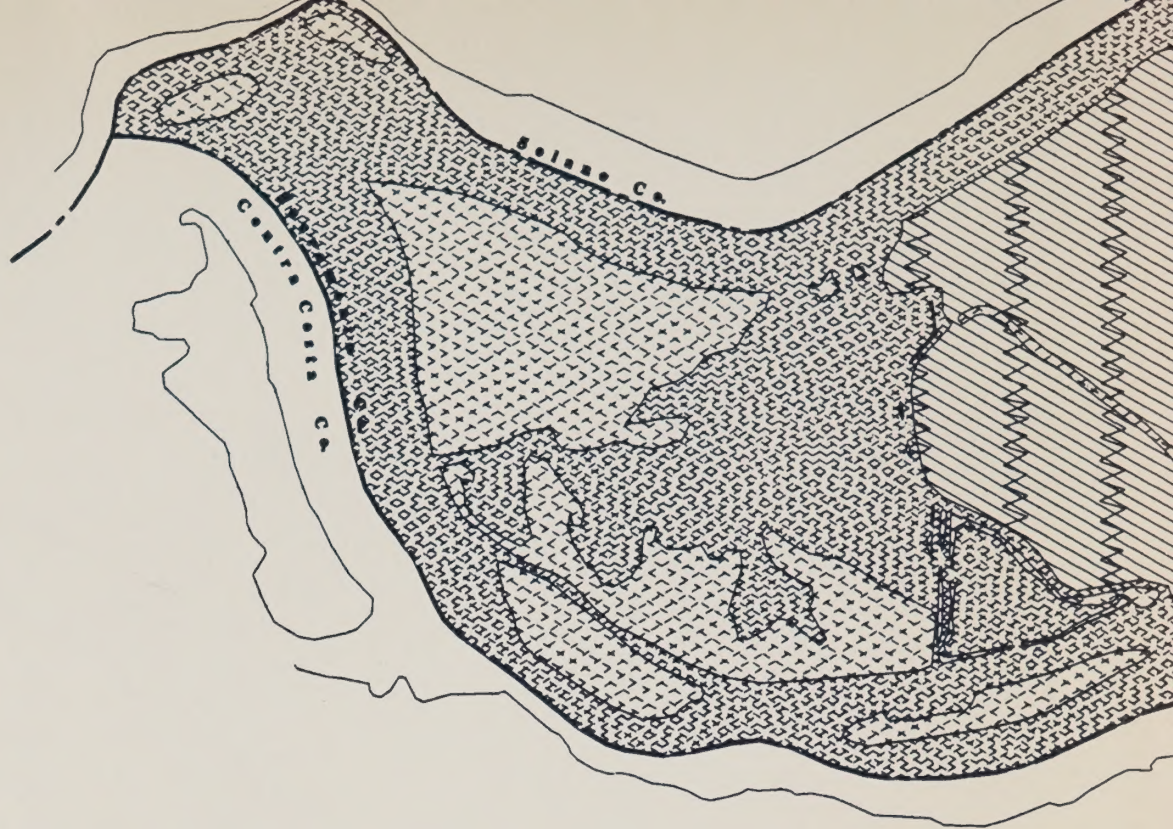
LAND USE ELEMENT
OF THE
COUNTY OF SACRAMENTO
GENERAL PLAN

December 15, 1993

County of Sacramento

Planning and Community Development Department
General and Advance Planning Section

*revised 8/16/95
refer to Reso. 95-0979



- (1) Noise contours for Metro Airport are based on the 1992 Noise Exposure Map shown in the Draft Report, Volume 1, Master Plan Update Sacramento Metro Airport.
- (2) Noise contours for Mather Field are based on the Mather AFB Comprehensive Land Use Plan, January, 1987.
- (3) Noise contours for McClellan AFB are based on the McClellan AFB Comprehensive Land Use Plan, January, 1987.
- (4) Due to limitations of the scale, Habitat Restoration Areas and Urban Stream Corridors are designated on the Open Space Preservation Strategy Diagram.
- (5) The city land use classifications are approximations based on conformity with the county land use classifications.

SACRAMENTO COUNTY PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT

ERRATA—1993 Sacramento County General Plan

To Users of the 1993 Sacramento County General Plans:

The following list contains errors and mistakes which staff identified as of the end of February, 1992. Please correct your plan accordingly.

LAND USE ELEMENT

Page 49 - Policy LU-4: change "LU-15", to "LU-17".

Page 46 - Add Rancho Murieta as Buildout Area (refer to attached Figure 111-4)

Page 54 - Delete secondary area outside of Urban Service Boundary (refer to attached Figure 111-6).

Page 99 - Policy LU-82: change "..criteria in policies LU-70 through LU-75" to "...criteria in policies LU-75 through LU-81".

Land Use Diagram - Modify the Land Use Diagram to reflect change as indicated on attachment A (delete the Urban Development Area and substitute with Low Density Residential).

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**SACRAMENTO COUNTY GENERAL PLAN
LAND USE ELEMENT**

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SACRAMENTO COUNTY GENERAL PLAN
LAND USE ELEMENT

SECTION I

GENERAL PLAN LAND USE DIAGRAM

REQUIRED CONTENTS OF THE LAND USE ELEMENT

The Land Use Element is the central focus of the General Plan. This Element is required to set policy for the distribution and intensity of land uses in the county for the next 20 years. Many of the primary issues related to other Elements are directly affected by the land use patterns determined here. The policies in the Land Use Element may refer to other Elements which contain more detailed policies on certain issues. Thus, a complete understanding of the County policy may require studying other related Elements in addition to the Land Use Element.

The following excerpt from State Government Code Section 65302(a) summarizes the required contents of a Land Use Element:

"A Land Use Element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas..."

Many of the land uses cited above are also addressed in the Open Space, Conservation, Public Facilities, and Safety Elements. These Elements focus on specific issues including open space preservation, public facility needs, flood protection, and oak woodland preservation.

HOW TO USE THE LAND USE DIAGRAM

The Land Use Diagram (Diagram) provides a broad outline of future land use patterns in the unincorporated county. It graphically illustrates the existing

and potential open space, agricultural, conservation, and recreational land uses of the county. The Diagram also delineates existing and future locations of the major employment areas and residential areas. Land uses shown for other jurisdictions, including the cities of Sacramento, Folsom, Galt, and Isleton, are taken from their adopted General Plans.

The Land Use Diagram should be used in conjunction with other diagrams in the Plan, and with the specific goals, policies, and implementation measures in the text of the Elements. While the Diagram is an illustration of policy, it shows only policies that can be depicted graphically. Therefore, the Diagram does not comprehensively represent the policies contained in the Land Use Element of the General Plan. The steps outlined below can be followed to find diagrams and policy language in the Land Use and other Elements that are relevant to development of the property:

1. Study the Land Use Diagram to determine the property's land use designation. This provides a general framework for the allowable types of development on the parcel. The descriptions below outline the intent of each designation.
2. Consult the diagrams for other Elements of the General Plan to determine if there are environmental or other constraints to development of the property (e.g., floodplains, hazards, protected natural resources);
3. Read all relevant Elements, studying their policies to determine how they may affect development of the property; and
4. Consult with the Planning Department to determine if other restrictions may apply to the property.

LAND USE DIAGRAM DESIGNATIONS

State Planning Law requires a General Plan to include designations establishing development intensities for various types of land uses. In residential areas density standards are defined as the maximum number of dwelling units allowed per gross acre of residential land. Commercial and industrial intensity standards are measured using Floor Area Ratio (FAR), defined as the number of square feet of floor space per square foot (gross) of the building's parcel. For example, a FAR of 1.0 can be a one story building covering an entire lot or a two story building covering one-half of the lot.

Land Use Zones which are compatible with each Land Use Designation are found in the Zoning Consistency Matrix near the end of this Element. Zoning and Land Use Designation must be compatible. Generally, the Land Use Designation is much broader than the Zoning Designation so land uses are more precisely guided by the zone than the Land Use Designation.

URBAN DESIGNATIONS

Urban designations are those used to designate the areas planned for urban uses and the provision of public services and infrastructure during the time horizon of this Plan (twenty years). They include the following major categories of land use: Mixed-Use Designations, Residential Designations, Commercial and Industrial Designations, Public and Quasi-Public Uses, and Urban Development Areas.

A discussion on the consistency between zoning and General Plan designations is found at the end of Section III. The eighteen land use designations illustrated on the Land Use Diagram are described below.

Urban Development Area

The Urban Development Area (UDA) designation indicates where the County will conduct studies leading to the appropriate configuration of urban land uses for the area. The UDA differs from the Agricultural-Urban Reserve designation in that development in UDAs is anticipated within the 20 year planning period.

Mixed-Use Designations

The Mixed-use designations delineate specific areas on the General Plan Land Use Diagram primarily associated with Transit Oriented Developments (TODs). However, the standards of these designations are appropriate for other developments that are near transit opportunities where a "pedestrian friendly" design is desired. (Note: "Pedestrian friendly" is defined as supportive of pedestrian and other non-vehicular modes of travel including those used by persons with disabilities.) The mix of uses can occur in a variety of ways; office or residential uses can be included in the same building, or possibly above retail. Mixing promotes functional integration of uses through vertical mixing or through site design. However, when differing uses are on the same site but separated by a wall or large expanse of parking, they are "multiple use" projects. These projects do not meet the intent of the mixed use designation because they lack the necessary functional integration.

Mixed use developments are designed to be consistent with, or conform to the concepts of the Transit-Oriented Development Guidelines for Sacramento County. These concepts call for high intensity, mixed use development in the TOD core area close to transit, an emphasis on neighborhood support services at street level with other employment along the Trunk or Feeder Line Network, a pleasant walking environment, and good pedestrian and bicycle linkages between the Core Area and Secondary Areas. The Trunk Line Network is made of either light rail or express bus service and the Feeder Line Network is of bus transit with 10 to 15 minute headways.

The minimum Floor Area Ratio (FAR) for nonresidential uses varies on the basis of its location relative to a transit transfer center or trunk line stop, and on the basis of the planned or existing status of that facility. Buildings with ground floor retail may add as many as two floors of residential uses, or one floor of office use, in return for a ground floor of retail use.

The success of Urban or Neighborhood TODs is not dependent solely on transit. An integrated mix of uses coupled with a pedestrian friendly design promotes pedestrian and bicycle use throughout the development.

Urban Transit-Oriented Development. The Urban Transit-Oriented Development designation allows mixed-use developments of relatively high residential densities and nonresidential intensities. Urban TODs are expected to be between 20 and 160 acres in size with residential densities in the core ranging from 7 to 50 units per gross acre, with a minimum average varying on the basis of location and facility status. The secondary area surrounding the TOD core are to have a minimum average density of 6 dwelling units per acre.

The suggested minimum and maximum percentages for various land uses in an Urban TOD are presented in Table I.1. There are many combinations of uses possible; the land use emphasis in Urban TODs can vary considerably.

TABLE I.1

**MINIMUM/MAXIMUM PROPORTIONS OF USES:
URBAN TODs**

% of Site Area

<u>Use</u>	<u>minimum</u>	<u>maximum</u>
Commercial Core	10%	30%
Office	20%	60%
Residential	20%	60%
Public	10%	30%

Neighborhood Transit-Oriented Development. The Neighborhood Transit-Oriented Development designation allows mixed-use communities at moderate densities that are along the Feeder Line Network of the transit system and within 10 minutes travel time of the Trunk Line Network. Neighborhood TODs may be located on bus lines not shown on the Transportation Plan, or may be served by a private transit system (e.g., jitney, vanpool, transit shuttle service) as long as that transit meets the level of service defined for the Feeder Line Network. A Neighborhood TOD may be between 20 and 160 acres in size and have residential densities ranging from 7 to 30 units per gross acre with a suggested minimum average density varying on the basis of location and facility status. Like the Urban TOD, the secondary area in the Neighborhood TOD is to have a minimum density of 6 dwelling units per gross residential acre.

The suggested minimum and maximum percentages for land uses in Neighborhood TODs are presented in Table I.2. There are many combinations of uses possible; the land use emphasis in Neighborhood TODs can vary considerably.

TABLE I.2

**MINIMUM/MAXIMUM PROPORTIONS OF USES:
NEIGHBORHOOD TODs**

% of Site Area

<u>Use</u>	<u>minimum</u>	<u>maximum</u>
Commercial Core	10%	15%
Office	0%	40%
Residential	40%	80%
Public	10%	No Max.

Residential Designations

Low Density Residential. This designation provides for areas of predominantly single family housing with some attached housing units. It allows urban densities between one and twelve dwelling units per acre, resulting in population densities ranging from approximately 2.5 to 30 persons per acre. Typical low density development includes detached single family homes, duplexes, triplexes, fourplexes, townhouses, lower density condominiums, cluster housing, and mobile home parks.

Medium Density Residential. The Medium Density Residential designation provides for areas of attached units, including apartments and condominiums, along transit corridors and throughout the urban area. This designation establishes urban densities between thirteen and twenty-nine dwelling units per acre, resulting in population densities ranging from approximately 32.5 to 73.5 persons per acre. Medium density development includes apartments, condominiums, and group housing. These uses are appropriate near commercial areas, transportation and transit corridors, and employment centers.

High Density Residential. The High Density Residential designation establishes areas of higher density units primarily along transit corridors. This designation establishes urban densities ranging between thirty and fifty dwelling units per acre, resulting in population densities ranging from approximately 75 to 125 persons per acre. High density development includes multiple-floor apartments and condominiums, including mixed-use developments. High density uses are appropriate within the central portion of intensive commercial areas, along transportation/transit corridors and stops, and near major employment centers.

Commercial and Industrial Designations

Commercial and Offices. The Commercial and Office designation provides for a full range of neighborhood, community and regional shopping centers and a variety of business and professional offices. Uses include locally-oriented

retail, professional offices, and regional commercial operations. The location and size of commercial areas is based upon accessibility, historic development patterns, community and neighborhood needs, and minimization of land use conflicts. Ideally, commercial areas are designed to integrate with the community, including the provision for pedestrian amenities. The standard for commercial Floor Area Ratios is between 0.25 to 2.5.

Industrial Intensive. This land use designation provides for office and light industrial activities that emit limited amounts of smoke, dust, noise, light, or pollutants and are either integrated or compatible with surrounding uses. Industrial Intensive areas are located within the urban portion of the county and receive an urban level of public infrastructure and services. Uses and activities are highly concentrated and labor intensive. Examples of types of uses and activities include: industrially related offices, campus type office parks, limited production, product assembly, storage, warehousing and distribution, research and development, industrial services, and limited sales and distribution of items manufactured on-site. Floor Area Ratios range from 0.15 to 0.80.

Other Urban Designations

Core Area. The Core Area designation acknowledges Downtown Sacramento as the core of the urban area. The core functions as the cultural and historic center of the region. This designation recognizes the significantly greater densities and intensities of land use in the Core Area, and the existing radial configuration of the major transportation system centering on the Downtown area. The Core Area should continue to contain higher commercial intensity development than the unincorporated area.

Public/Quasi-Public. The Public/Quasi-Public designation establishes areas for uses such as education, solid and liquid waste disposal, and cemeteries. This designation identifies public and quasi-public areas which are of significant size, under County jurisdiction, regional in scope, specified by State law, or have significant land use impacts. Some facilities (e.g. elementary schools and fire stations) are too small or numerous to show on the Land Use Diagram, but may be identified on other diagrams in the Plan.

RURAL DESIGNATIONS

Rural Area designations are those found outside the area planned for urban uses during the time horizon of this Plan. They consist of the following major categories of land use: Open Space and Agriculture and Other Urban Designations. They may also include the Combining Land Use Designations.

Open Space and Agriculture. Open Space and Agricultural designations have additional intent and objective sections and policies in the Open Space and Conservation Elements.

Natural Preserve: The purpose of this designation is to identify critical natural habitat for priority resource protection. The designation includes riparian Valley Oak woodland and permanent or seasonal marshes with outstanding wildlife value, the extent of which has declined greatly throughout the Central Valley during the 20th Century. This designation shows Natural Preserve on both public and privately owned land. Preserve boundaries do not include intensively farmed areas.

Recreation. The Recreation designation provides areas for active public recreational uses, including community parks, County parks, and activity areas within the American River Parkway. Some facilities types are too small or numerous to be identified on the Land Use Diagram, but they may be in the text of the Plan mapped at a more detailed scale.

The Recreation land use designation may also apply to lands within floodplains in urbanizing areas. Pursuant to adoption of a Master Drainage Plan it would be appropriate to modify the Recreation designation to reflect the more precise land use designations established in the Master Drainage Plan.

Agricultural Cropland. This designation represents agricultural lands most suitable for intensive agriculture. The agricultural activities included are row crops, tree crops, irrigated grains and dairies. The designation is generally limited to areas where soils are rated from Class I to Class IV by the Soil Conservation Service, or are classified Prime, Statewide, or Unique significance by the State of California Conservation Department. These lands have at least some of the following attributes: deep to moderately deep soils, abundant to ample water supply, distinguishable geographic boundaries, absence of incompatible residential uses, absence of topographical constraints, good to excellent crop yields, and large to moderate sized farm units. These attributes indicate the need for ambitious preservation policies and techniques. The Agricultural Cropland designation allows single family dwelling units at a density no greater than 40 acres per unit.

General Agriculture (80 acres). This designation identifies land that is generally used for agricultural purposes, but less suited for intensive agricultural than Agricultural Cropland. The minimum size allowable is 80 acres, large enough to maintain an economically viable farming operation. Typical farming activities include dry land grain, and irrigated and dry land pasture. Most soil classes range between IV and VI on the Soil Conservation Service scale. Constraints found in areas with this designation include shallow soils, uncertain water supply, moderate slopes, fair to poor crop yield, and farm unit fragmentation. Only agricultural production is permitted in areas with this designation. The General Agriculture/80 acres designation allows single family dwelling units at a density no greater than 80 acres per unit.

General Agriculture (20 acres). This designation identifies land that is generally suitable for agricultural production with the specific intent to provide an opportunity for starter farms or large hobby farms. Much of the land in this category is classified as "statewide in significance", with soils generally in the class III and IV range. Approximately 30% of the land in this category is primarily suitable for grazing. The General Agriculture (20 acres)

designation allows single family dwelling units at a density no greater than 20 acres per unit. Uses other than agricultural production are not permitted.

Agricultural-Recreation Reserve. This designation identifies lands which have potential recreational value, but which will remain in agricultural or related and compatible open space use for the plan period. The location and extent of this category is generally determined by the presence of scenic, aesthetic, wildlife or other resources which require special protection and which may have potential recreational value. The intent of the General Plan is that these lands remain in agricultural uses through the plan period, although some low intensity recreational uses which do not require the provision of urban services or flood protection, may be permitted. Such recreational uses may be either publicly or privately owned and must be compatible with adjoining agricultural and natural preserve uses.

Agricultural-Urban Reserve. The Agricultural-Urban Reserve designation identifies areas for urban expansion after the 20-year planning period. One large area given this designation is reserved for aggregate resource mining. These areas will be evaluated for their development potential when the level of growth in the planned urban areas justifies their need, mining is completed, and the area is restored. Because most of this land is intended for mining it will receive no additional urban services (e.g., water and sewer systems) above the level existing when the land was first designated. Further, land divisions incompatible with orderly and well-planned future urban development are not permitted.

Agricultural-Residential. The Agricultural-Residential designation provides for rural residential uses, such as animal husbandry, small-scale agriculture, and other limited agricultural activities. This designation is typical of established rural communities where between one and ten acres per unit is allowed, resulting in a development density of 2.5 to 0.25 persons per acre.

Industrial Extensive. This land use designation allows activities that require large areas of land and do not require urban levels of services. Extensive Industrial areas are not located within the urban portion of the county and do not need urban services. An urban level of public infrastructure and service will not be extended during the planning period. Floor Area Ratios range from 0.15 to 0.40.

COMBINING LAND USE DESIGNATIONS

Combining Land Use designations recognize the underlying zoning as the guide to land uses which are permitted on any particular piece of property. This approach preserves selected natural resources without imposing unnecessary restrictions on the use of the land.

Aggregate Resource Area. The purpose of the Aggregate Resource Area combining designation is to identify areas with valuable mineral resources and protect those resources as open space until the area is mined. While surface mining is an industrial activity, its locational requirements are dependent upon the physical location of aggregate resources. Specific policies apply to

these areas that encourage the conservation and efficient use of mineral resources, while ensuring the maximum feasible protection of the environment. This land use designation is combined with designations such as Industrial Extensive, Agricultural-Urban Reserve, Agricultural Cropland, and General Agriculture (20 and 80 acres). These areas may be ultimately reclaimed for residential, industrial, or other uses.

Resource Conservation. The purpose of the Resource Conservation combining designation is to identify areas with special resource management needs. The designation targets certain natural resources as being important on the Land Use Diagram while recognizing the validity of the underlying land use designation. The intent is to develop programs and incentives to assist land owners with resource protection and enhancement. Compliance with the Resource Conservation designation will rely on the voluntary support of landowners who seek cooperative conservation agreements with the County. The Resource Conservation combining land use category may be combined with Recreation, Natural Preserve, Agricultural-Cropland, General Agriculture/80 acre, and General Agriculture/20 acre Land Use Designations in suitable areas outside the Urban Service Boundary. Designated natural resource conservation areas on the Diagram may be somewhat generalized, and target resources may not exist on all property within the delineated area. Resource Conservation areas address vernal pools, wetland creation, waterfowl management, peat soil conservation, and Blue Oak woodland harvesting.

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SACRAMENTO COUNTY GENERAL PLAN
LAND USE ELEMENT

SECTION II

**RESIDENTIAL AND NONRESIDENTIAL
LAND USE INVENTORY AND ANALYSIS**

INTRODUCTION

This section provides an inventory of existing land supply and projects the amount and location of land, and the density and intensity of development needed to accommodate future population and economic growth.

Table II.1 summarizes the existing acreage of land in the county by use category.

TABLE II.1

**LAND IN UNINCORPORATED SACRAMENTO COUNTY
BY ZONING CATEGORY
October, 1988**

(acres)

<u>Use Category</u>	<u>Approx acres</u>	<u>% of total</u>
Industrial	39,000	7%
Commercial and Office	7,000	1%
Medium Density Residential	6,000	1%
Low Density Residential	57,000	10%
Agricultural-Residential	53,000	10%
Agricultural	360,000	65%
Recreation	17,000	3%
Urban Reserve	2,000	*
Waterways	14,000	3%
Total	555,000	100%

* Less than one percent.

Agricultural uses dominate the land use pattern in the unincorporated county occupying 65% of the area. Residential uses as a group occupy 21% of the land, while nonresidential uses cover the remaining 14%. The following discussion analyzes Agricultural-Residential, Residential, and Nonresidential land uses.

AGRICULTURAL-RESIDENTIAL LAND USES

Agricultural-Residential lands were inventoried by zoning category using data compiled in December, 1990, subsequent to the Agricultural-Residential Land Use Study.

COMPOSITION AND DISTRIBUTION OF AGRICULTURAL-RESIDENTIAL USES

The locations of major concentrations of agricultural-residential areas are shown on Figure II.1. There are approximately 52,300 acres of land currently zoned for agricultural-residential uses in the unincorporated portions of Sacramento County. Of this total, 14,000 acres (27%) are vacant and 38,300 acres (73%) are developed. Data from the Sacramento County Assessor indicate that 9,039 housing units and 94 nonresidential units exist on the developed Agricultural-Residential parcels.

SUPPLY OF AGRICULTURAL-RESIDENTIAL LANDS

There are approximately 14,000 acres of vacant land zoned for agricultural-residential uses within the unincorporated area. Based on the data in Table II.2, the vacant lands can accommodate 3,341 housing units.

TABLE II.2

INVENTORY OF AGRICULTURAL-RESIDENTIAL LANDS BY ZONING CATEGORY

UNINCORPORATED SACRAMENTO COUNTY

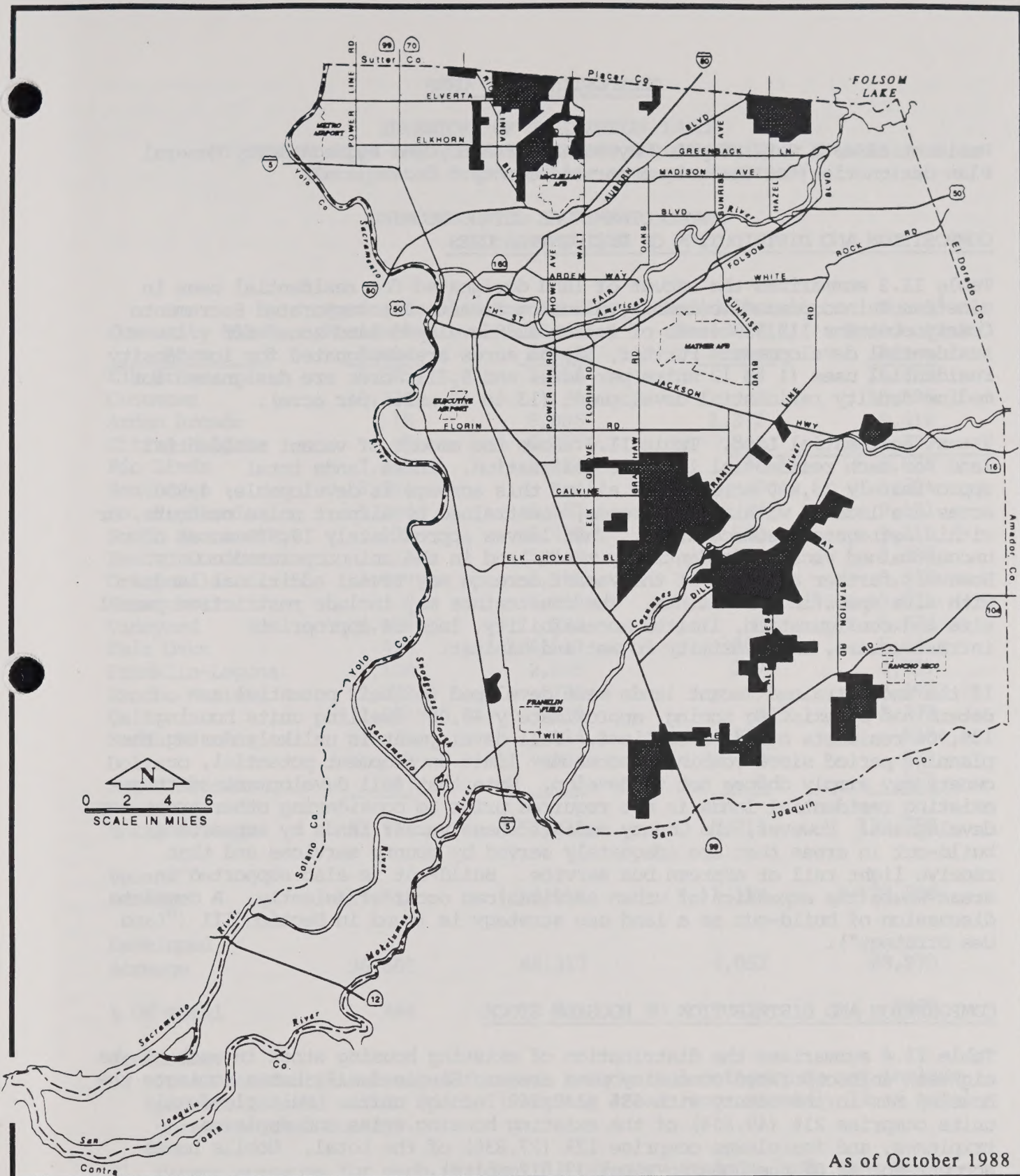
December, 1992

(Acres)

<u>Maximum Zoning Potential</u>	<u>Total Area</u>	<u>Vacant Area</u>	<u>Developed Area</u>	<u>Vacant Area D.U.E¹</u>	<u>Developed Area D.U.²</u>
AR-1 (1 ac./d.u.)	2,923	494	2,429	420	1,386
AR-2 (2 ac./d.u.)	17,487	2,644	14,842	1,124	4,568
AR-5 (5 ac./d.u.)	19,832	6,628	13,204	1,127	2,317
AR-10 (10 ac./d.u.)	12,057	4,171	7,886	670	862
Total	52,299	13,937	38,361	3,341	9,133

footnote:

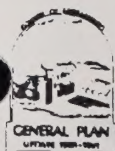
1. D.U.E. is the Dwelling Unit Equivalent and is calculated at 85% of the total dwelling unit potential.
2. The data include 94 lots developed for nonresidential purposes.



As of October 1988

FIGURE II-1 Major Concentrations of Agricultural-Residential Land Use Designations

Prepared by the Sacramento County Planning and Community Development Department



RESIDENTIAL LAND USES

Residential data were compiled by zoning category and aggregated by General Plan designation for the unincorporated county.

COMPOSITION AND DISTRIBUTION OF RESIDENTIAL USES

Table II.3 summarizes the amount of land designated for residential uses in nineteen unincorporated community planning areas. Unincorporated Sacramento County contains 112,759 acres of vacant and developed land zoned for residential development. Further, 55,433 acres are designated for low density residential uses (1 to 12 units per acre) and 5,211 acres are designated for medium density residential development (13 to 40 units per acre).

Vacant Residential Land. Table II.3 shows the amount of vacant residential land for each residential land use designation. These lands total approximately 23,800 acres. Not all of this acreage is developable; 4,900 acres are located within flood zones, constrained by airport noise contours, or within aggregate resource areas. That leaves approximately 18,900 acres of unconstrained vacant residentially zoned land in the unincorporated county. However, further analysis of the vacant acreage may reveal additional lands with site specific constraints. The constraints may include restrictive parcel size and configuration, limited accessibility, lack of appropriate infrastructure, and proximity to wetland habitat.

If the unconstrained vacant lands were developed to their potential as determined by existing zoning, approximately 48,000 dwelling units housing 136,900 residents could be realized. Full development is unlikely during the planning period since combining zones may limit development potential, or owners may simply choose not to develop. Note that full development of these existing residential lands is not required prior to considering other areas for development. However, the County manages these vacant lands by supporting build-out in areas that are adequately served by county services and that receive light rail or express bus service. Build-out is also supported in areas where the expansion of urban services can occur efficiently. A complete discussion of build-out as a land use strategy is found in Section III ("Land Use Strategy").

COMPOSITION AND DISTRIBUTION OF HOUSING STOCK

Table II.4 summarizes the distribution of existing housing stock in each of the eighteen unincorporated community plan areas. Single family homes dominate the housing mix in the county with 63% (149,368) of the units. Multiple-family units comprise 21% (49,864) of the existing housing units and duplexes, triplexes, and fourplexes comprise 12% (27,836) of the total. Mobile homes account for 4% of the housing stock (9,812 units).

TABLE II.3

INVENTORY OF RESIDENTIAL LANDS
BY GENERAL PLAN LAND USE DESIGNATION AND COMMUNITY PLAN AREA
 (Interpreted from existing zoning categories)

UNINCORPORATED SACRAMENTO COUNTY

October, 1988

Community Plan Area	Agricultural Residential Acres	Low Density Residential Acres	Medium Density Residential Acres	Total¹ Residential Acres
Elk Grove	8,595	2,214	17	10,827
Cosumnes	10,396	0	0	10,396
Arden Arcade	18	8,086	1,312	9,416
Citrus Heights	5	8,285	842	9,132
Rio Linda	7,355	1,434	46	8,835
Southeast	8,501	0	0	8,501
No. Highlands	1,384	6,753	14	8,151
South Sacramento	1,192	5,418	508	7,118
Rancho Cordova	21	5,947	619	6,587
Orangevale	2,930	2,961	51	5,942
Carmichael	0	5,218	453	5,671
Vineyard	4,638	572	68	5,278
Fair Oaks	428	4,510	203	5,141
Franklin-Laguna	1,139	2,845	267	4,251
Rancho Murieta	2,742	731	19	3,492
Galt	2,277	0	0	2,277
North Natomas	30	134	774	938
Delta	297	324	18	639
South Natomas	167	0	0	167
Total Acreage	52,115	55,433	5,211	112,759
Vacant² Acreage	(-) 15,512	(-) 7,116	(-) 1,159	(-) 23,789
Developed Acreage	36,603	48,317	4,052	88,970
% Of Total	46%	49%	5%	100%

footnotes:

1. Total residential acreages for each residential category do not include parcels located within Special Planning Areas (approximately 1% of total unincorporated County).
2. Vacant acreages for each residential category include lands that are located within flood zones, noise contours, and aggregate resource areas.

The data in Table II.4 can be aggregated in terms of General Plan designations. The Low Density Residential land use designation includes single family homes, mobile homes, and 2-4 unit attached dwellings, ranging in density from one to twelve dwelling units per acre. Dwellings in agricultural and agricultural-residential areas are also considered single-family residential uses. The housing stock within these residential designations comprise approximately 79% (187,016) of the all existing housing units in the unincorporated County. Medium density housing, at densities between 13 and 40 units per acre, comprise the remaining 21% of the existing units.

TABLE II.4

INVENTORY OF HOUSING UNITS BY
HOUSING TYPE AND COMMUNITY PLAN AREA

UNINCORPORATED SACRAMENTO COUNTY

June, 1989

<u>Community Plan Area</u>	<u>Total Units</u>	<u>Single¹ Family</u>	<u>Mobile Homes</u>	<u>2-4 Units</u>	<u>5+ Units</u>
Arden Arcade	42,991	21,790	423	5,021	15,757
Citrus Heights	37,785	23,093	2,005	4,826	7,861
Rancho Cordova	34,837	21,122	1,360	5,359	6,996
North Highlands	32,888	19,381	1,737	4,835	6,935
South Sacramento	23,637	15,247	2,164	2,543	3,683
Carmichael	19,175	12,276	16	2,545	4,338
Fair Oaks	11,957	8,638	14	1,141	2,164
Orangevale	9,982	7,673	477	528	1,304
Elk Grove	6,965	5,939	121	548	357
Rio Linda	5,844	5,460	220	100	64
Franklin Laguna	2,220	2,060	130	30	0
Delta	1,885	1,489	256	106	34
Cosumnes	1,804	1,329	458	13	4
Vineyard	1,332	1,238	93	1	0
Southeast	2,096	1,515	283	31	267
Rancho Murieta	875	689	29	135	22
South Natomas	404	251	7	68	78
North Natomas	203	178	19	6	0
Total Housing Units	236,880	149,368	9,812	27,836	49,864
Percentage of Total Units	100%	63%	4%	12%	21%

footnote:

1. Single family totals include homes located in areas designated for Agricultural and Agricultural-Residential uses.

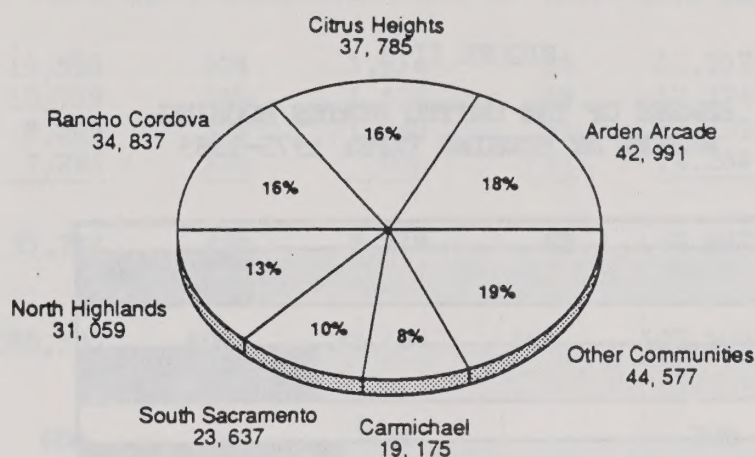
Approximately 81% (191,313 units) of the unincorporated county's stock of existing housing units are concentrated in six community plan areas (Figure II.2). These same community areas contain 91% (45,570) of the existing multiple family units.

FIGURE II.2

**EXISTING HOUSING UNITS IN
SIX COMMUNITY PLAN AREAS**

UNINCORPORATED SACRAMENTO COUNTY

June, 1988



(Source: Planning and Community Development Department, 1989)

Densities of Existing Residential Development. Low density development (single family homes, mobile homes, duplexes, triplexes, and fourplexes) provides approximately 79% of existing housing units and occupies over 95% of the developed residential land. Medium density development (apartments, condominiums, and group homes) comprises 21% of the existing units occupying approximately 5% of the developed residential land. Thus, development in the unincorporated area is characterized by low density suburban sprawl. This pattern of development has made adequate infrastructure and services difficult to provide, increased traffic congestion, and diminished air quality. A more efficient pattern of land use can effectively address the shortcomings of continued suburban sprawl.

PROJECTIONS OF FUTURE DWELLING UNIT DEMAND

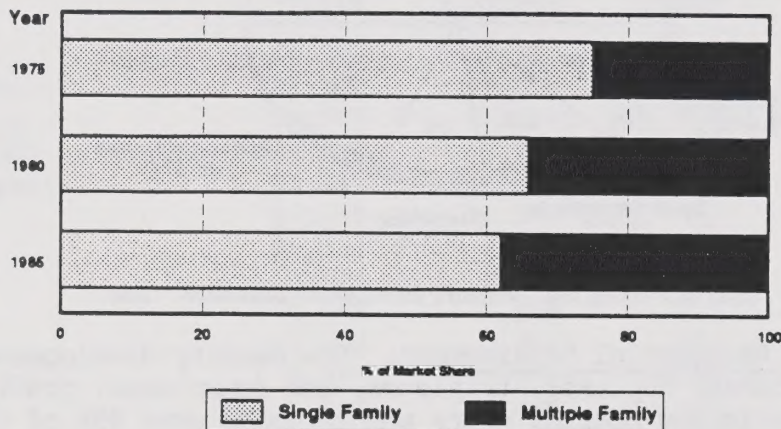
Projections of future housing needs in Sacramento County indicate that multiple family units will receive a greater share of the demand, paralleling a nationwide trend. Development at densities higher than the historical trend should provide more efficient delivery of public infrastructure and services, and require less capital investment.

Local and National Trends in the Housing Market. Demand for housing in the unincorporated county has typically favored the single family home situated on an individual lot. Historically, homes in the county have been more affordable than housing elsewhere in California. That relative affordability may wane in the coming years as local housing prices climb. For example, between February of 1989 and July of 1990 the median home price in the Sacramento area rose from \$100,200 to \$140,000. Median home prices are expected to continue to rise throughout the planning period.

Nationwide, as single-family home prices rise, the demand for new multiple-family housing rises. Figure II.3 illustrates this national trend for single and multiple family housing. The market share of multiple-family dwelling units increased from 23.1% to 38.5% between 1975 and 1985.

FIGURE II.3

**SHARES OF THE UNITED STATES HOUSING
MARKET BY HOUSING TYPE: 1975-1985**



(Source: Municipal Management Services, 1989.)

Projected Demand and Share for New Housing. Historic building permit data for the region provide insight into the types of residential construction occurring in the Sacramento metropolitan area. Table II.5 shows the projected future housing market demand based on a study of housing construction rates and trends in unincorporated Sacramento County over the past four decades. Approximately 94,000 additional housing units will be needed to accommodate the additional population projected to reside in the unincorporated portions of Sacramento County between 1990 and 2010. Analysis of housing absorption between 1975-1991 indicated that 1.4 percent of all new housing in Sacramento County was in Agricultural-Residential zoned areas. Adjusting that percentage to future demand projections for the unincorporated area yields a demand projection estimate of 120 housing units per annum.

TABLE II.5

**EXISTING AND PROJECTED MARKET DEMAND AND MARKET SHARE
FOR HOUSING BY STRUCTURE TYPE**

UNINCORPORATED SACRAMENTO COUNTY

November 9, 1989
(Occupied Housing Units)

<u>Period</u>	<u>Mobile & Single Family</u>	<u>% of Total</u>	<u>2-4 Units</u>	<u>% of Total</u>	<u>5+ Units</u>	<u>% of Total</u>	<u>Total</u>
Existing: (1990 data)	167,363	68%	27,875	11%	51,657	21%	246,895
Projected:							
1990-1995	11,553	47%	1,914	8%	11,137	45%	24,604
1995-2000	10,738	43%	1,557	6%	12,324	51%	24,619
2000-2005	8,209	37%	1,048	5%	13,127	59%	22,384
2005-2010	<u>7,284</u>	<u>33%</u>	<u>800</u>	<u>3%</u>	<u>14,264</u>	<u>64%</u>	<u>22,348</u>
Total Projected	37,784	40%	5,319	5%	50,852	54%	93,955
Existing + Projected	205,147	60%	33,194	10%	102,509	30%	348,850
Percent of the Total	60%		10%		30%		100%

The market share of new single family houses and manufactured homes is projected to decline from 47% of the new housing market between 1990 and 1995, to 33% of the total market demand for new housing by the year 2010. The overall market share for single family housing is projected to average approximately 40% during the twenty-year planning period (1990-2010). The market share of multiple family units is projected to increase from 45% of new housing in 1990-1995, to 64% by the year 2010, averaging 54% of the new housing market during the same 20-year period. The market share for new duplex, triplex, and fourplex units is projected to decrease slightly, from approximately 8% to 4%, averaging 5% of the total market demand between 1990 and 2010. These projections coincide with the nationwide trends in the housing market.

PROJECTIONS OF FUTURE RESIDENTIAL LAND DEMAND

A significant factor in estimating the amount of land necessary to meet projected housing demand is the historic build-out rate or "yield" of residential development. The yield is the actual number of dwelling units

constructed per gross acre of land, which may be compared to the maximum number of dwelling units allowed by zoning. The actual yield, or build-out rate is identified through an analysis of historic residential construction.

Historic Yields: Inefficient Use of the Land Resource. The residential yields for development in unincorporated Sacramento County in recent decades averages approximately 2.6 du/ac, lower than the maximum densities permitted by the zoning. The actual yield of duplex, triplex, and fourplex units is approximately 13.5 du/ac, while medium density uses yield about 15 du/ac. The historic build-out rate for all residential construction is approximately 3.5 dwelling units per gross acre. The historic build-out rate for Agricultural-Residential land use in previous decades is approximately 0.56 housing units per acre for AR/A-1 lots, 0.32 housing units per acre for AR/A-2 lots, 0.16 housing units per acre for AR/A-5 lots, and 0.068 housing units per acre for AR/A-10 lots.

Table II.6 provides a projection of the acreage needed to accommodate the demand for each housing type during the planning period. These projections exclude Agricultural-Residential housing and they assume that the historic build-out rates will continue throughout the planning period.

If the historic yield for residential development continues throughout the planning period, then a total of 18,757 acres will be needed to house the projected new population: 14,710 acres (78%) in single family and mobile homes, 402 acres (2%) in 2-4 unit dwellings, and 3,645 acres (19%) in medium density development.

TABLE II.6

**LAND REQUIREMENTS FOR FUTURE HOUSING
DEMAND BASED ON HISTORIC BUILD-OUT RATES**

UNINCORPORATED SACRAMENTO COUNTY

September, 1989

(Acres)

	<u>Single Family & Mobile Homes (at 2.6 du/ac)</u>	<u>2-4 Dwelling Units (at 13.5 du/ac)</u>	<u>5+ Dwelling Units (at 15 du/ac)</u>	<u>Subtotal</u>
1990-1995	4,498	145	798	5,441
1995-2000	4,180	117	884	5,181
2000-2005	3,196	80	941	4,217
2005-2010	<u>2,836</u>	<u>60</u>	<u>1,022</u>	<u>3,918</u>
Totals	14,710	402	3,645	18,757
Percentage of Total	78%	3%	19%	100%

If historic trends continue through the planning period, the following impacts will result in deterioration of the region's quality of life.

- ° Inefficient use of the County's land resource will create a larger and more dispersed suburban area resulting in higher infrastructure and land costs, and increasing housing prices;
- ° Dispersed, low density development will increase traffic congestion and negatively impact air quality due to greater driving distances;
- ° Public transit will be less efficient and more costly to operate, resulting in continued reliance on automobiles, and worsening air pollution;
- ° The need for additional land area for low density development will consume productive agricultural land and open space resources;

Residential Yields: Efficient Use of the Land Resource. Many of the negative impacts of development can be lessened if the land resource is used more efficiently. The Land Use Strategy in this Element emphasizes bringing development yields more closely in line with the maximum densities allowed by zoning. Table II.7 summarizes the potential consequences of that approach showing the acreages needed at higher densities. Agricultural-Residential housing is excluded from the data.

TABLE II.7

**LAND REQUIREMENTS FOR
FUTURE HOUSING DEMAND BASED
ON POTENTIAL BUILD-OUT RATES
September, 1989**

(Acres)

	Single Family & Mobile Homes (at 5 du/ac)	2-4 Dwelling Units (at 10 du/ac)	5+ Dwelling Units (at 20 du/ac)	Subtotal
1990-1995	2,357	195	599	3,151
1995-2000	2,191	159	662	3,012
2000-2005	1,675	107	705	2,487
2005-2010	<u>1,486</u>	<u>82</u>	<u>766</u>	<u>2,334</u>
Totals	7,709	543	2,732	10,984
Percent of Total	70%	5%	25%	100%

TABLE II.8

**INVENTORY OF COMMERCIAL AND OFFICE LANDS
BY ZONING CATEGORY AND COMMUNITY PLAN AREA**

UNINCORPORATED SACRAMENTO COUNTY

October, 1988

(Acres)

<u>Community Plan Area</u>	<u>BP</u>	<u>SC</u>	<u>LC</u>	<u>GC</u>	<u>AC</u>	<u>TC</u>	<u>CO</u>	<u>Total¹ Acres</u>
Arden Arcade	400	290	440	95	115	45	0	1,385
Citrus Heights	165	448	185	185	7	0	40	1,030
South Sacramento	70	305	335	205	30	55	0	1,000
North Highlands	115	180	315	310	40	40	0	1,000
Rancho Cordova	160	205	185	210	25	20	0	805
Carmichael	70	27	145	55	3	0	0	300
Fair Oaks	25	65	70	70	0	0	0	230
Orangevale	39	45	35	105	1	0	0	225
Franklin Laguna	0	40	50	10	15	63	0	180
Rio Linda	3	15	30	16	1	0	125	190
Elk Grove	15	25	85	40	10	0	0	175
Delta	1	0	14	20	0	0	135	170
Vineyard	18	20	5	22	0	0	0	65
South Natomas	0	0	0	17	0	18	0	35
Cosumnes	0	0	0	15	0	0	0	15
Southeast	0	0	5	10	0	0	0	15
Rancho Murieta	0	0	10	0	0	0	0	10
North Natomas	0	0	0	0	0	0	0	0
Galt	0	0	0	0	0	0	0	0
Total Acreage	1,083	1,665	1,909	1,385	247	241	300	6,830
Vacant Acreage²	(-)290	(-)354	(-)507	(-)331	(-)19	(-)110	(-)106	(-)1,717
Developed Acreage	793	1,311	1,402	1,054	228	131	194	5,113

footnotes:

1. Commercial and office acreages for each zoning category include parcels located within Special Planning Areas.
2. Vacant acreages for each commercial and office category include land that is located within flood zones, noise contours, and aggregate resource areas.

Almost 11,000 acres would be needed to accommodate the additional population projected during the planning period at the yields assumed in the table. Single family homes would still occupy the great majority of the newly developed lands (70%), with a substantial amount of land dedicated to multiple family uses (25%). Development at higher yields would help to lessen the impacts of suburban sprawl, improving the quality of life in Sacramento County.

NONRESIDENTIAL LAND USES

COMPOSITION AND DISTRIBUTION OF COMMERCIAL AND OFFICE USES

Table II.8 presents the acreages of land designated for commercial use by community area and zoning category.

Unincorporated Sacramento County contains 6,830 acres of land presently designated for commercial development. The communities of Arden Arcade, Citrus Heights, South Sacramento, North Highlands, and Rancho Cordova contain 76% of the developed retail and office uses. Figure II.4 shows the location of major concentrations of commercial lands located within the unincorporated area.

Intensity of Existing Commercial and Office Uses. The Floor Area Ratio (FAR) is used to quantify commercial development intensities. Table II.9 shows the average FARs for commercial uses by zoning category.

TABLE II.9

FLOOR AREA RATIOS FOR COMMERCIAL USES BY ZONING CATEGORY

UNINCORPORATED SACRAMENTO COUNTY December, 1989

<u>Zoning Category</u>	<u>Average FAR</u>
BP	0.42
SC	0.32
GC	0.24
AC	0.23
LC	0.21
TC	0.13
C-O	0.06
Average of all commercial uses	0.26

Retail Commercial. Table II.10 shows the distribution of retail facilities by type within the Sacramento Metropolitan area. Strip retail uses are the largest single type of retail commercial within the area comprising 28% of the total retail development. Community/Local, Neighborhood and Regional Mall uses each account for approximately 20% of the region's retail development. "Promotional" and "specialty" uses comprise the remaining 7% of the market.

TABLE II.10

RETAIL FACILITIES BY TYPE

<u>Center Type</u>	<u>Floor Area (In Sq. Ft.)</u>	<u>Vacancy Rate (In Percent)</u>	<u>Occupied Space (In Sq. Ft.)</u>	<u>Percent Of Total</u>
Regional Mall	5,718,800	8.16%	5,252,145	19.1%
Community/Local	6,972,701	7.49%	6,450,445	23.5%
Promotional/ Speciality	2,096,883	5.33%	1,985,119	7.2%
Neighborhood	6,449,429	5.70%	6,081,811	22.1%
Strip	9,404,016	18.24%	7,688,723	28.0%
Total¹	30,641,828	10.39%	27,458,142	100.0%

footnotes:

1. Calculations include only the retail centers that are 5,000 square feet or greater.

(Source: Coldwell-Banker Commercial Real Estate Services. Sacramento: The Commercial Real Estate Market, 1989.)

Figure II.5 illustrates the total acreage and the percentage of the county's retail land uses in each Community Plan Area. The amount of retail land is divided somewhat uniformly throughout the urbanized communities. Arden/Arcade, South Sacramento, North Highlands, Citrus Heights and Rancho Cordova each contain at least 12% of the total acreage devoted to retail uses and provide the county with major areas of retail development.

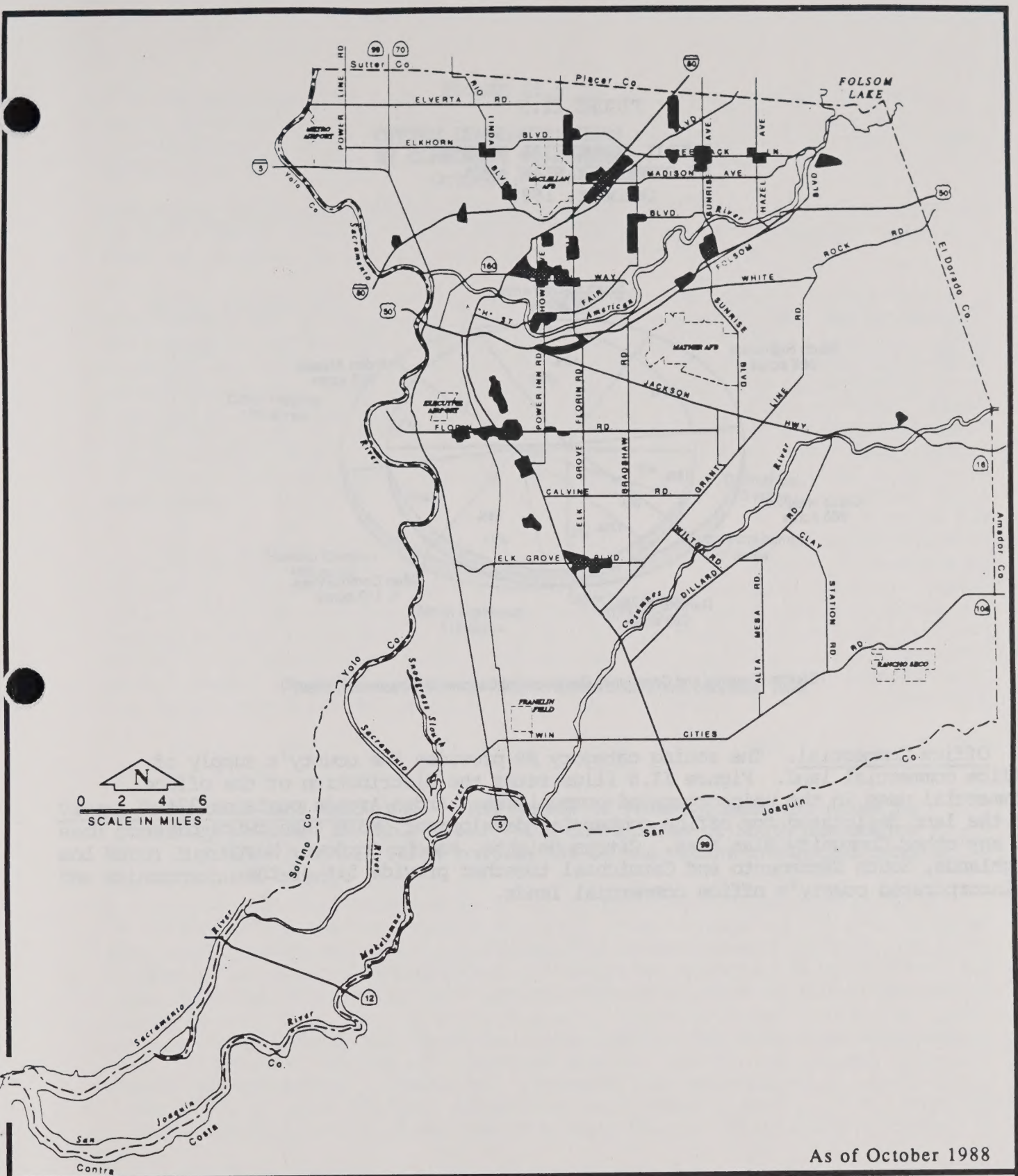


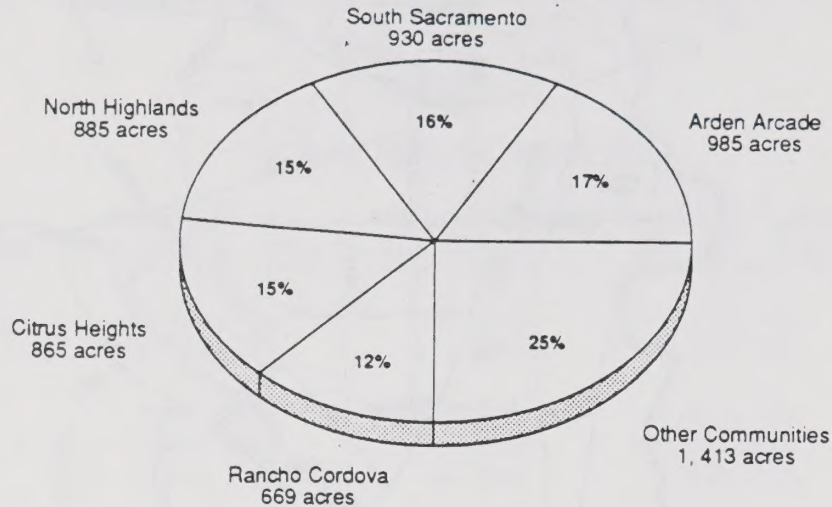
FIGURE II.4
Major Concentrations of Commercial Land Uses

Prepared by the Sacramento County Planning and Community Development Department



FIGURE II.5

**RETAIL COMMERCIAL USES
BY COMMUNITY PLAN AREA
October, 1988**

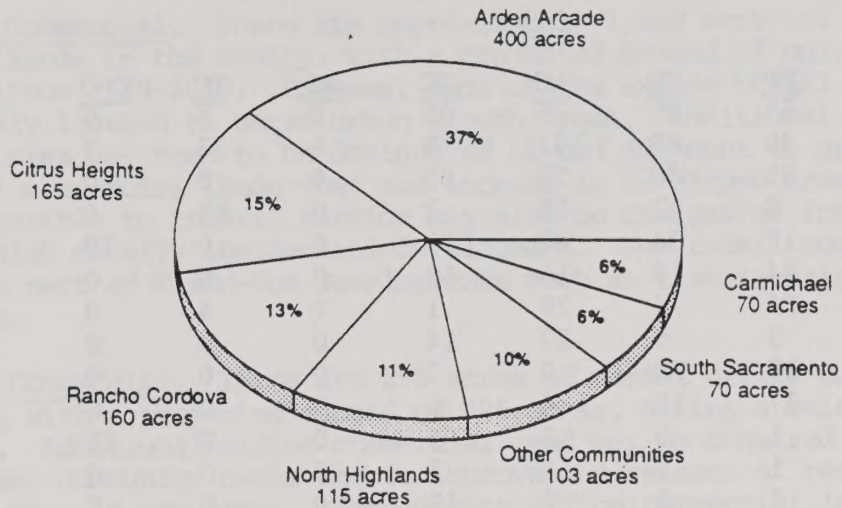


(Source: Planning and Community Development Department; December, 1989)

Office Commercial. The zoning category BP provides the county's supply of office commercial land. Figure II.6 illustrates the distribution of the office commercial uses in the unincorporated communities. Arden/Arcade contains 37% of the land designated for office commercial development, more than twice that of any other Community Plan Area. Citrus Heights, Rancho Cordova, North Highlands, South Sacramento and Carmichael together provide 51% of the unincorporated county's office commercial lands.

FIGURE II.6

**OFFICE COMMERCIAL USES
BY COMMUNITY PLAN AREA**
October, 1988



(Source: Planning and Community Development Department; December, 1989)

Vacant Commercial Land Resource. The number of vacant commercial acres in each community is shown in Table II.11. The communities of South Sacramento and North Highlands/Foothill Farms contain 44% of the vacant commercial land in the unincorporated county.

TABLE II.11

**VACANT COMMERCIAL ACREAGE BY
ZONING CATEGORY AND COMMUNITY PLAN AREA**

UNINCORPORATED SACRAMENTO COUNTY

October, 1988

(Acres)

Community Plan Area	BP	SC	LC	GC	AC	TC	C-O	Total Acres
North Highlands	55	85	135	95	0	5	0	375
South Sacramento	40	85	141	70	6	33	0	375
Rancho Cordova	85	40	55	65	0	0	0	245
Franklin Laguna	2	42	58	3	0	65	0	170
Citrus Heights	17	34	28	21	6	0	19	125
Orangevale	24	12	16	18	0	0	0	70
Arden Arcade	20	4	29	1	7	4	0	65
Elk Grove	9	5	27	14	0	0	0	55
Vineyard	18	20	0	7	0	0	0	45
Carmichael	17	18	4	1	0	0	0	40
Delta	1	0	2	6	0	0	21	30
Rio Linda	1	7	11	5	0	0	0	24
Fair Oaks	1	2	1	12	0	0	0	16
Cosumnes	0	0	0	7	0	0	0	7
South Natomas	0	0	0	4	0	3	0	7
Southeast	0	0	0	2	0	0	0	2
TOTALS	290	354	507	331	19	110	40	1,651

Projections for Future Commercial Uses. Future demands for retail and commercial office lands were projected separately.

Retail Land Demand. Approximately 9.8 million square feet of retail building area (Gross Leasable Area, GLA) are required to meet market demand in the unincorporated county between 1989 and 2010. Using the average FAR of .25 for retail uses in the urbanized area, the unincorporated county will need approximately 900 acres designated for retail uses between 1989 and 2010.

Increases in land costs and implementation of county policy will cause increased FARs in the future. As FARs increase, the acreage required to accommodate new development will decrease. For example, increasing the average FAR from .25 to .30 would reduce the land demand from 900 acres to 750 acres. A further increase in FAR to .35 would decrease the land demand to 650 acres.

Business and Professional Office Land Demand. The market demand for Business and Professional Office space is projected to be approximately 3.9 million square feet between 1989-2010. Assuming the current average FAR of

0.42, an additional 235 acres of land will be needed for office commercial uses. As General Plan policies are implemented and the cost of the land increases, the average FAR will increase and a corresponding reduction in land demand will occur.

Addressing the Projections for Commercial Uses. The land use strategy proposed in this Element includes increasing the intensity of commercial land uses in order to decrease the acreage required to meet the demands.

Retail Commercial. There are approximately 1,500 acres of vacant retail commercial lands in the county, with a projected demand of only 900 acres for the period from 1989-2010. However, some of the excess retail lands may not be appropriately located to serve urban growth areas. Additional land for retail commercial uses may need to be designated in and adjacent to growth areas. Some retail commercial lands that are located in developed areas, vacant, and easily accessible to transit service may also be designated for uses such as medium or high density residential development. New retail commercial uses are an integral part of Mixed-Use Developments such as transit-oriented development.

Office Commercial. There are 290 acres of vacant office commercial land in the county, with a projected demand of 235 acres, giving a relatively small oversupply. Additional office commercial land may be required in urban growth areas to meet community needs and to improve the balance of residential and employment uses in new areas. Some vacant office commercial land may be available for reuse. The reuse potential, however, represents only a fraction of the overall needs in this category. See Section III (Land Use Strategies) for further discussion of reuse as a land use strategy.

COMPOSITION AND DISTRIBUTION OF INDUSTRIAL USES

The unincorporated portion of Sacramento County contains over 37,000 acres of vacant and developed land zoned for industrial uses (Table II.12). This represents nearly 7% of the county's entire land area. A large proportion of that acreage is vacant, evenly divided among the zoning categories. Of the developed portion the large majority of the land is in M-1 and M-2 zoning.

Fifty-five percent of the county's industrially designated land is in the Highway 50 corridor in Rancho Cordova. Of the industrial land in that community, 71% is in Mather Air Force Base (5,250 acres) or Aerojet General (8,500 acres). Vineyard and North Highlands also have large acreages of land designated for industrial uses. Much of the industrial land in Vineyard is

Table II.12

**INVENTORY OF INDUSTRIAL LANDS
BY ZONING CATEGORY AND COMMUNITY PLAN AREA**

UNINCORPORATED SACRAMENTO COUNTY

October, 1988

(Acres)

<u>Community Plan Area</u>	<u>MP</u>	<u>M-1</u>	<u>M-2</u>	<u>IR</u>	<u>Total Acres</u>
Rancho Cordova	1,500	5,745	11,720	1,405	20,370
Vineyard	0	935	1,015	2,585	4,535
North Highlands	115	3,045	290	95	3,545
Cosumnes	0	0	1,755	0	1,755
Elk Grove	368	352	700	0	1,420
North Natomas	1,250	0	0	0	1,250
South Sacramento	105	645	390	0	1,140
Franklin-Laguna	767	283	0	0	1,050
Rio Linda	0	250	240	520	1,010
South Natomas	245	530	0	10	785
Citrus Heights	165	100	25	0	290
Delta	0	32	53	0	85
Galt	0	65	0	0	65
Southeast	0	7	18	0	25
Rancho Murieta	7	3	0	0	10
Total Acreage	4,522	11,992	16,206	4,615	37,355
Vacant Acreage	(-) 3,860	(-) 2,710	(-) 3,875	(-) 3,545	(-) 13,990
Developed Acreage	662	9,282	12,331	1,070	23,345

impacted by noise from Mather Air Force Base flight operations. In North Highlands, McClellan Air Force Base accounts for 3,500 acres of the industrial land.

Figure II.7 shows the location of the major concentrations of industrial zoned land within the unincorporated area.

Intensity of Existing Industrial Uses. Industrial land use intensities are quantified in terms of Floor Area Ratios (FARs). Table II.13 presents the average FAR for each industrial zoning category in the unincorporated area.

Table II.13

**FLOOR AREA RATIOS
FOR INDUSTRIAL USES BY
ZONING CATEGORY
December, 1989**

<u>Zoning Category</u>	<u>Average FAR</u>
M-1	0.33
M-2	0.23
MP	0.48
Average	0.33

Vacant Industrial Land Resource. Rancho Cordova has approximately 31% percent of the vacant industrial land within unincorporated Sacramento County. Other communities with significant vacant industrial areas include the Vineyard, Cosumnes, North Natomas, Franklin-Laguna and Elk Grove. Table II.14 presents vacant industrial land for each community by zoning category.

TABLE II.14

**VACANT INDUSTRIAL LAND
BY ZONING CATEGORY AND COMMUNITY PLAN AREA
UNINCORPORATED SACRAMENTO COUNTY
October, 1988**

(Acres)

<u>Community Plan Area</u>	<u>MP</u>	<u>M-1</u>	<u>M-2</u>	<u>IR</u>	<u>Total Vacant Acres</u>
Rancho Cordova	1,064	480	1,573	1,238	4,355
Vineyard	0	632	400	1,915	2,947
Cosumnes	0	0	1,440	0	1,440
North Natomas	1,250	0	0	0	1,250
Franklin-Laguna	755	278	0	0	1,033
Elk Grove	367	306	236	0	909
Rio Linda	0	71	61	384	516
South Natomas	109	337	0	8	454
North Highlands	50	243	97	0	390
South Sacramento	100	210	64	0	374
Citrus Heights	165	97	0	0	262
Galt	0	51	0	0	51
Delta	0	1	4	0	5
Southeast	0	3	0	0	3
Rancho Murieta	0	1	0	0	1
Total	3,863	2,710	3,875	3,545	13,990

Industrial-Office Uses. The communities of North Natomas, Rancho Cordova, Franklin-Laguna, and Elk Grove contain 90% of the county's vacant MP or Office-Industrial lands in the unincorporated county. Other communities with some vacant MP include Citrus Heights, South Natomas, South Sacramento and North Highlands.

Light and Heavy Industrial Uses. Vacant light and heavy industrial lands in the M-1 and M-2 zones are concentrated in Rancho Cordova, Vineyard and Cosumnes. These three communities have approximately 43% of the county's vacant industrial land. Other communities with some vacant light and heavy industrial areas include Elk Grove, Rio Linda, North Highlands, South Natomas, Franklin-Laguna, South Sacramento, Citrus Heights, and Galt.

Industrial Reserve (IR) lands are those currently used for agriculture or aggregate resource extraction with future potential for conversion to industrial uses. The three communities with significant amounts of IR lands are Rancho Cordova, Vineyard, and Rio Linda.

Addressing the Market Demand for Industrial Uses. A demand of 2.28 million square feet of office industrial uses is projected for the unincorporated county between 1988 and 2010. Assuming the existing average FAR of 0.48, 110 acres will be needed to meet demands. The projected demand of 36.58 million square feet of floorspace for industrial manufacturing, translates into a need for 2,800 acres of land assuming the average FAR of 0.30. General Plan policies recommending increased intensities may reduce the amount of land needed to meet the projected demand for industrial uses.

Estimate of Excess Industrial Supply. The amount of excess industrially zoned land in the unincorporated county is considerable. In the office industrial (MP) category, the existing 3,863 acre supply easily accommodates the projected demand for 110 acres between 1989 and 2010. This results in more than 3,700 acres of excess land designated for office industrial uses.

In the heavy and light industrial category, the existing 6,585 acres of designated land easily accommodates the estimated demand for 2,800 acres between 1989 and 2010. This amounts to a 3,785 acre oversupply.

The 3,545 acres of Industrial Reserve land adds to the total acreage of vacant, industrially zoned land. Note also that areas designated for Industrial Extensive uses, but are zoned for agricultural, are not included in the inventory.

The vast oversupply of industrially zoned land within the county is in part a result of the need to create buffers around incompatible uses (eg. McClellan AFB, Aerojet General) or the need to protect certain resources (eg. aggregate mining). The oversupply is also a result of the need to provide a wide variety of industrial areas to attract desirable industries, especially in light of the intense competition from other jurisdictions for those industries.

Industrial lands should be efficiently used by advocating the reuse of industrial areas for medium and higher densities when supported by adequate public infrastructure and served by light rail or express bus service.

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SACRAMENTO COUNTY GENERAL PLAN
LAND USE ELEMENT

SECTION III

LAND USE STRATEGIES AND POLICIES

A. INTRODUCTION

LAND USE ELEMENT GOAL

An orderly pattern of land use that concentrates urban development, enhances community character and identity through the creation and maintenance of neighborhoods, is functionally linked with transit, and protects the County's natural, environmental and agricultural resources.

Intent: Land is one of the County's most valuable resources. The supply of land is limited while the demand for its use is seemingly unlimited. Demand creates a number of problems this Plan must address, including an increased consumption of open space, deteriorating air quality, decrease in housing affordability, degradation of public facilities, and increase in traffic congestion. Strategies for urban and rural development presented in this Element as well as in other Elements have a common theme: efficient land and resource use. Efficiency can be achieved by committing to a pattern of land use that concentrates development in configurations designed to protect valuable agricultural lands, conserve natural areas and resources, reduce travel distances, reduce air pollutant emissions, conserve energy, and enhance the efficiency of providing infrastructure and services.

Efficiency is the central theme to the interrelated nature of problems this Plan addresses. All problems identified above focus on low-density, auto-dependent land use patterns which characterize the last several decades of urban development in California. They illustrate how development patterns conflict with our desire to protect open space and natural resources, our needs to protect human health and produce housing that supports a growing population and economy, and our ability to pay for the infrastructure to support that development pattern. A conflict between problems and desires, needs, and abilities constrains us to change the pattern of urban development and be more efficient in resource use. Because of its several facets, Sacramento County cannot resolve the conflict solely by building more of the same infrastructure for the coming generations of residents of Sacramento County, nor can other counties in the metropolitan area resolve the conflict by continuing in our stead to create low-density, auto-dependent land use patterns.

Maintaining the status quo is unrealistic: the incremental financial environmental cost of low-density urban fringe growth is greater than existing and new residents are willing to pay. The General Plan resolves the problems

of increased development costs, premature development, and regional shifts by strategies which direct the unincorporated area towards a more urban than suburban character. Urban uses recognize the areas' growing role as the primary urban center in the Central Valley; the realities of funding infrastructure; the rising importance of environmental protection; and, demand for affordable housing offering a diversity of lifestyle choices.

These strategies emphasize land use and infrastructure efficiencies as augmentation for available subsidies as the basis for supporting land development and producing affordable housing. Subsidies currently available include: road capacity, except where needs exceed current capacity; and, community-wide finance such as utility rate structures, gas and sales taxes (transit, Measure A). The Plan assumes that public funds serve more growth at lower cost to the transportation system and air quality when funds are used to provide for more compact growth contiguous to existing urban areas.

Urban Growth Management Strategy: This Plan directs Sacramento County towards an urban character by focusing policy upon a specific area where growth will occur, the Urban Policy Area, within a larger ultimate growth area delimited by an Urban Services Boundary (Refer to foldout maps which accompany the General Plan). Within the Urban Policy Area the Plan distinguishes between areas with urban land use designations, and areas without designations that will be assigned appropriate uses after completing additional study. These areas are shown on the Land Use Diagram as Urban Development Areas. Within the Urban Policy Area the Plan directs how growth will occur through:

- Redeveloping portions of the developed urban area and building out vacant urban areas.
- Developing new urban growth areas and building-out existing Agricultural-Residential land uses in urbanizing areas.

Within developing areas the Plan supports how growth will occur using design strategies which:

- Create greater mixes of uses within communities.
- Create communities that promote pedestrian circulation.
- Foster land use and transit relationships.
- Shape community and neighborhood identity.
- Orient development towards transit.
- Improve housing affordability, provide for inclusionary and creating a diversity of life styles.
- Provide for new commercial and industrial land uses within the same transit-oriented design framework.
- Provide for Agricultural-Residential uses within urbanizing areas.

Performance standards assure public services are adequate and adequately funded at the time of development, and the Urban Policy Area and Urban Service Boundary assure the security of public and private investment through, respectively, defining the extent of urban land use designations where growth can occur in the planning period, and where growth can occur beyond that period. Policy on Intra-Jurisdictional Coordination provides a means to achieve consistency with goals and objectives through all levels of plan administration, while policy on Zoning Consistency defines consistency between land uses and zoning, and policy on Amending the Land Use Diagram describes how additional lands can be added to the supply.

Rural Growth Management Strategy: The Plan directs limited growth to rural areas to minimize direct and indirect impacts on Sacramento County fiscal, environmental, and land resources.

B. STRATEGIES TO ACCOMMODATE GROWTH

GOAL: Accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are or will be available during the planning period.

INTRODUCTION

To accommodate a variety of living and working environments, the Land Use Element provides for both urban and rural communities. Urban communities are substantially developed with a variety of land uses, such as low and medium density residential development, commercial and industrial uses, and public facilities. They are served by, or are planned to receive, such urban infrastructure as community surface water, collection and treatment of wastewater, storm drainage, arterial streets and transit. They provide housing, services and employment for the great majority of existing and future County residents. The "urban area" of unincorporated Sacramento County includes the urbanized portions of community planning areas such as Arden-Arcade, Carmichael, Citrus Heights, Fair Oaks, North Highlands/Foothill Farms, Rancho Cordova, Rio Linda/Elverta, South Sacramento, Elk Grove, Franklin-Laguna, Antelope, Orangevale and Cosumnes (Rancho Murieta), as well as new growth areas such as West Vineyard.

Rural communities have historically served as a focus of activity for surrounding agricultural areas. The Delta communities of Walnut Grove, Locke, Courtland, and Hood contain small commercial areas surrounded by older housing with limited urban infrastructure. Other rural communities comprise Agricultural-Residential housing on one to ten acre lots and rely on individual wells and septic systems. In addition to the Delta, the rural area contains the non-urban portion of community planning areas such as Natomas, Vineyard, Cosumnes, Southeast and Franklin-Laguna, and includes the rural towns of Sheldon, Wilton, Alta Mesa, Clay, Herald, Sloughouse and Franklin. In all cases, they are surrounded by farms and open space.

The County will accommodate the population and economic growth projected to occur in the unincorporated area during the planning period. The County recognizes the limitation of population and economic forecasts, and also the changing nature of land use development in surrounding jurisdictions. Therefore, the County intends to maintain a degree of flexibility through the management of its land resource. The County will monitor development and direct the efficient use of its land resource through land use phasing and timing measures.

Urban communities will accommodate the great majority of the new development projected for the unincorporated area. Near-term urban development will be accommodated through build-out of planned communities because it is in these areas that urban infrastructure and services presently exist. Because this infill development cannot accommodate all the development projected to occur during the planning period, the Plan also designates new urban growth areas (Figures III-1 and III-2). Rural communities will accommodate minimal growth

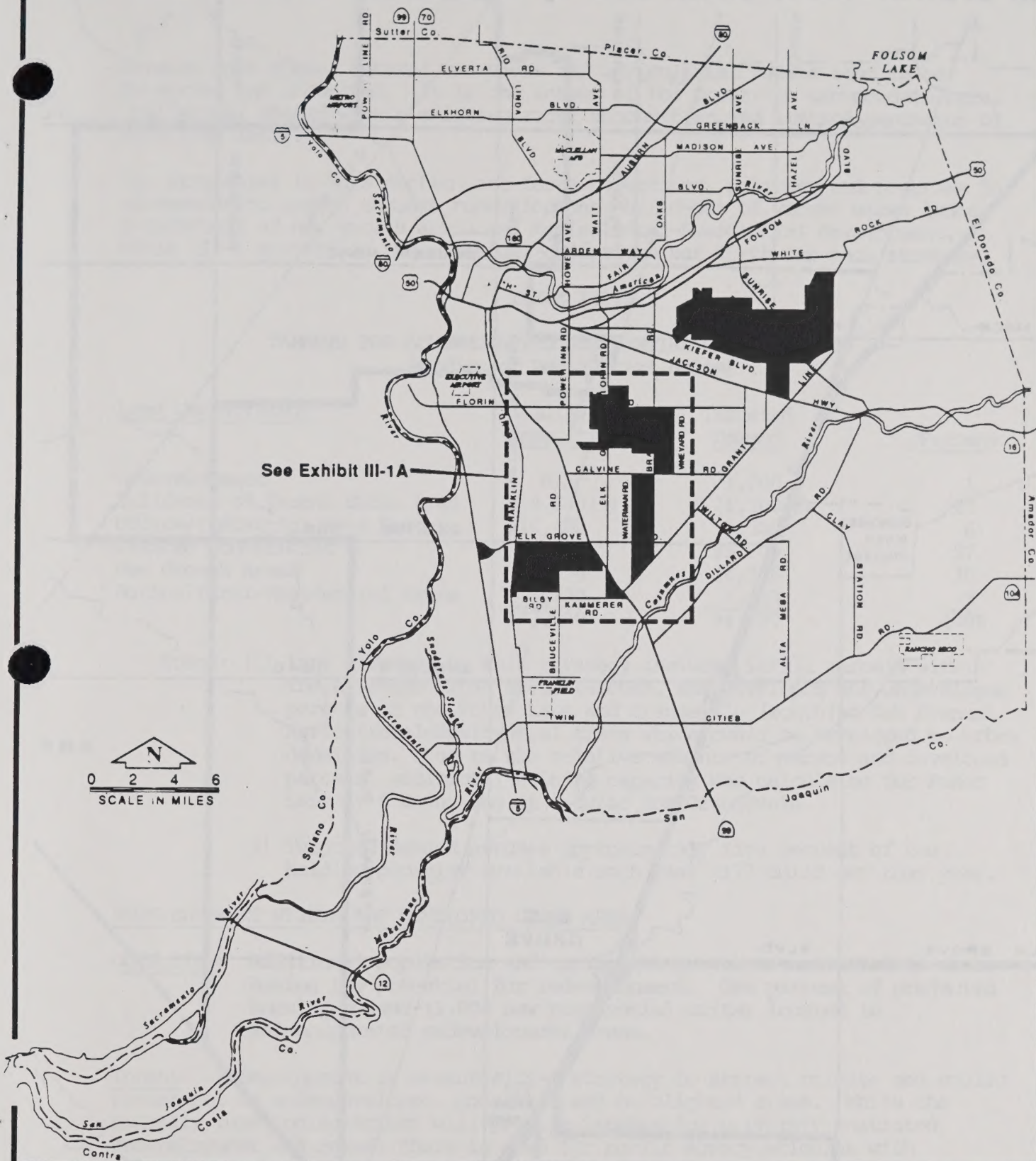
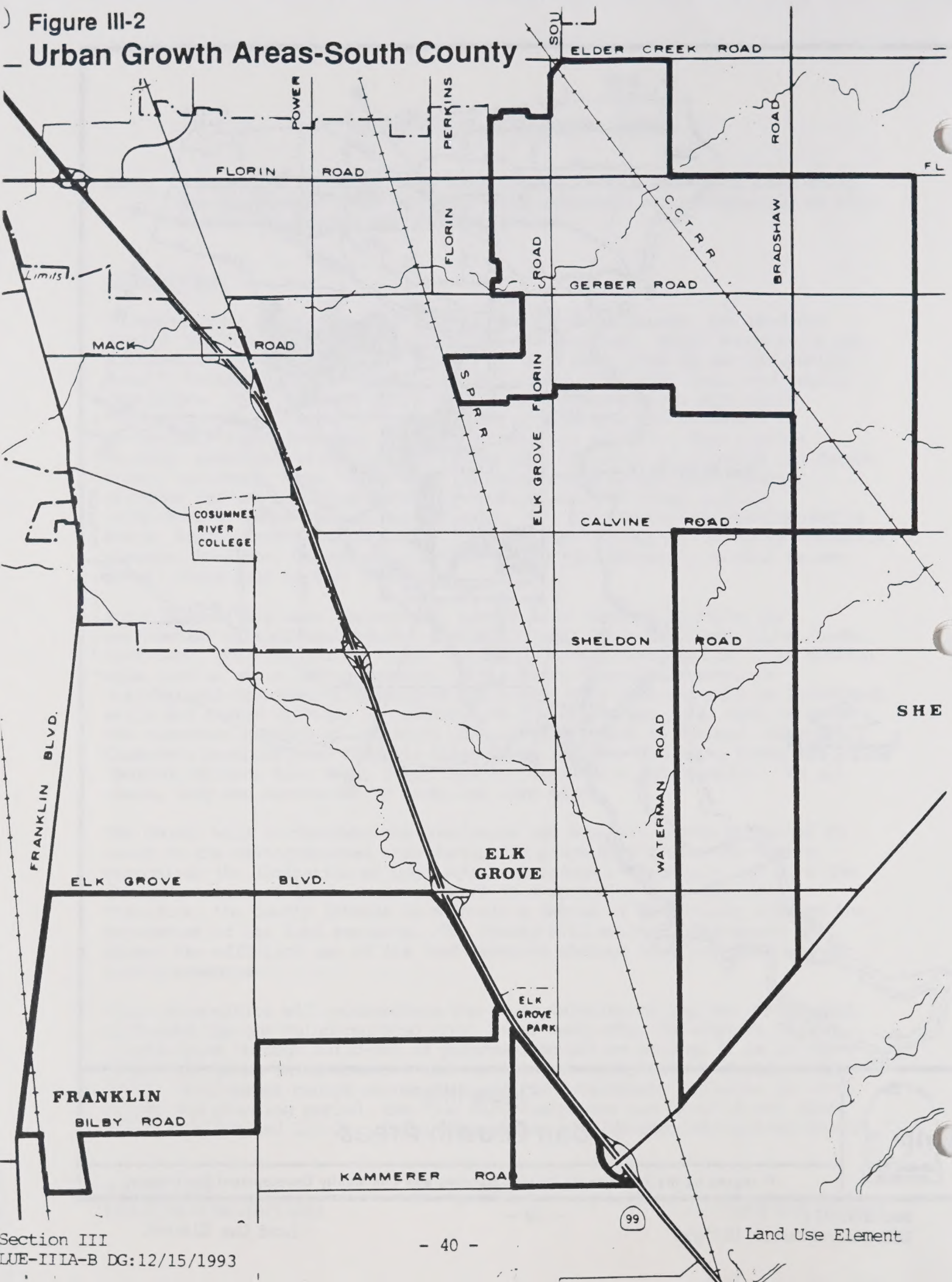


Figure III-1
Urban Growth Areas

Prepared by the Sacramento County Planning and Community Development Department

Figure III-2

Urban Growth Areas-South County



because open space, natural resources and agricultural values need to be conserved and protected. It is the intent of the County to accommodate rural residential demand within existing rural communities and limited expansion of adjoining lands.

The strategies in this section set forth objectives, policies and programs for accommodating growth through redevelopment, build-out of vacant urban lands, development of new growth areas and Agricultural-Residential development. Table III-1 summarizes the numerical objectives set forth for each strategy.

TABLE III.1
TARGETS FOR ACCOMMODATING RESIDENTIAL GROWTH DEMAND
(Number of Residential Units)

<u>Land Use Strategy</u>	<u>Holding Capacity</u>	<u>Targeted Demand</u>	<u>Percent</u>
Redevelopment	N/A	1,000	1
Build-out of Vacant Urban Area	29,300 (1)	21,900 (2)	23
Office/Industrial Area Rezones	10,600	5,300	6
Planned Communities	36,000	35,100	37
New Growth Areas	92,150	28,300	30
Agricultural-Residential Areas	4,100	2,400	3
	172,150	94,000	100%

Notes: (1) Land affected by this strategy includes infill parcels within the existing urban area, rezones, and developed and undeveloped parcels in the Poker Lane and Orangevale (south of Oak Avenue) Agricultural-Residential areas which could be developed to urban densities. Due to the relative amounts of vacant and developed parcels, additional holding capacity was calculated for Poker Lane at 6 du/ac and at 3 du/ac for Orangevale.

(2) Targeted demand assumes approximately five percent of the holding capacity available each year will build out that year.

REDEVELOPMENT WITHIN THE DEVELOPED URBAN AREA

Objective: Additional population and employment growth accommodated in areas having the potential for redevelopment. One percent of projected housing demand (1,000 new residential units) located in unincorporated redevelopment areas.

Intent: Redevelopment is essentially a strategy to attract private and public investment in underdeveloped, underutilized or blighted areas. While the normally functioning market will provide impetus for privately initiated redevelopment and reuse, there is need for public agency stimulus with incentives and programs, particularly since redevelopment generally provides greater opportunity for increased employment rather than residential. This plan establishes a target of 1,000 new residential units within existing developed areas designated for redevelopment.

It is the intent of the County to support the use of public and private redevelopment efforts to:

- ° attract new businesses to areas and enhance the viability of existing businesses to better serve the neighborhood;
- ° improve the physical condition of existing residential and nonresidential development and upgrade the quality of declining neighborhoods;
- ° make more efficient use of existing public infrastructure and services;
- ° create additional employment opportunities in existing neighborhoods by attracting new businesses; and
- ° provide a more favorable relationship between jobs and housing opportunities through the creation of jobs near existing residential areas.

Public redevelopment acts to stimulate new investment in a particular area, eventually generating additional tax revenues. The strategy of redevelopment implies government involvement through various legal powers available to redevelopment agencies.

Local governments can use two approaches to achieve redevelopment goals: 1) tax increment financing, which permits a jurisdiction to retain increases in property tax revenue within a redevelopment area for use within that area, rather than allocating it to school districts and other entities; and 2) the power of eminent domain which can be used to acquire, consolidate and/or rearrange private property ownership for the purposes of achieving official redevelopment goals. Steps must be taken in the exercise of these powers to conserve existing low income housing and/or to create additional housing opportunities for low and moderate income residents.

The use of public redevelopment as a land use strategy in the unincorporated area is limited. The strategy is being used, as of 1990, in the rural community of Walnut Grove. However, it appears likely that redevelopment of some deteriorated or blighted areas within the urban portion of the unincorporated area will occur during the planning period. The Sacramento County Housing and Redevelopment Agency will be the lead agency in the implementation of redevelopment in such areas within the unincorporated area. The County will coordinate with the Sacramento Housing and Redevelopment Agency to locate and designate candidate areas for redevelopment within the unincorporated area. The Sacramento County Housing and Redevelopment Agency will be involved in the implementation of any areas designated for redevelopment within the unincorporated area.

Redevelopment efforts initiated by the private sector involve a less formal process than public redevelopment. This can involve public-private partnerships, or most commonly the reinvestment of private funds in declining urban areas.

Private redevelopment typically focuses on the reuse of declining urban properties that are underutilized (i.e., the ratio of the value of improvements to property value is less than 1:1). Figure III-3 shows the locations within the unincorporated area that have land resources that can be revitalized through private redevelopment as of 1989. Most of the opportunities within the unincorporated area are found along major arterials and thoroughfares. These areas consist of property where infrastructure, access or service changes have resulted in new development opportunities. Some areas represent locations with blighted conditions that are experiencing economic stagnation which has hampered development in the area. It is the intent of the County that the areas identified for revitalization through private redevelopment develop as integrated mixed use components with retail/office or retail/residential or, office/residential configurations. Where sites are of sufficient size and have access to the trunk line or feeder line networks, transit-oriented developments will be encouraged.

Policy:

- LU-1. The County shall create redevelopment districts in those areas where deteriorated conditions and blight warrant planned redevelopment.

Implementation Measures:

- A. Coordinate with the Sacramento Housing and Redevelopment Agency to designate areas appropriate for commercial facade redevelopment, including: Watt Avenue from Interstate 80 to "U" Street, Stockton Boulevard from Gerber Road to Florin Road, and along Folsom Boulevard from Bradshaw Road to Sunrise Boulevard. (PLANNING, SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY)
- B. Coordinate with the Sacramento Housing and Redevelopment Agency to designate deteriorated, blighted, or underutilized areas within the unincorporated area for redevelopment, including: portions of South Sacramento located north of Florin Road, Rio Linda downtown district, northern portion of the Arden-Arcade community between Howe Avenue and Watt Avenue along Auburn Boulevard. (PLANNING, SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY)
- C. Monitor the change in land use created by public and private redevelopment efforts and report to the legislative body annually to report on the trends of growth accommodation. (PLANNING)
- D. Prepare a Special Study for the development of an integrated mixed-use configuration and/or transit-oriented development at the Winding Way exit from Interstate 80 and Auburn Boulevard. (PLANNING)
- E. Coordinate with the Building Industry Association and Chamber of Commerce in the promotion of sites for private redevelopment. (PLANNING)



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- F. Develop a program to rehabilitate and revitalize existing commercial centers incorporating mixed use and transit-oriented design concepts.
(PLANNING)

BUILD-OUT OF VACANT URBAN LANDS

Objective: Sixty-six percent of projected population growth accommodated through the development of urban uses on vacant urban and underutilized Agricultural-Residential lands: 21,900 units (23%) in established urban and Agricultural-Residential communities, 35,100 units (37%) in planned communities, and 5,300 units (6%) on excess industrial office park acreage.

Intent: Infill is a generic term referring to the development of vacant land within the existing urban area where basic urban infrastructure exists. Infill comprises the build-out of vacant land within the urban portion of community planning areas and build-out of previously approved planned new communities. It is the strategy of the County to accommodate as much residential holding capacity as feasible within the existing urban area during the timeframe of the Plan so as to:

- ° upgrade the quality of existing neighborhoods;
- ° enhance public transit use and efficiency;
- ° utilize existing public infrastructure and services in an efficient manner; and
- ° provide a variety of household types affordable to all income groups within each community.

This strategy has five components: 1) maximize residential development opportunity on vacant lands planned for residential use in the established urban community, 2) full build-out of planned new communities, 4) rezoning of appropriate office/industrial lands to residential uses, 5) rezone selected Agricultural-Residential areas to urban uses, and urban use of existing surplus parking spaces. The Plan sets a target of 62,300 units, or 66% of the projected 94,000 unit demand for residential housing in the unincorporated area by 2010.

Substantial acreage of vacant, skipped-over parcels with essential infrastructure exists within established urban communities. An October, 1988 land use survey indicated that 2,900 acres of vacant residentially zoned land was not constrained by flooding, noise or protected resources. The holding capacity of this land, assuming 85% yield and build-out at full-zoned capacity was 18,060 units. Figure III-4 shows concentrations of land with infill potential within established urban communities. A survey of the Poker Lane and southern Orangevale Agricultural-Residential areas indicated that, allowing for major constraints and existing uses, nearly 5,200 units could be built if the existing acreage were rezoned for urban uses.

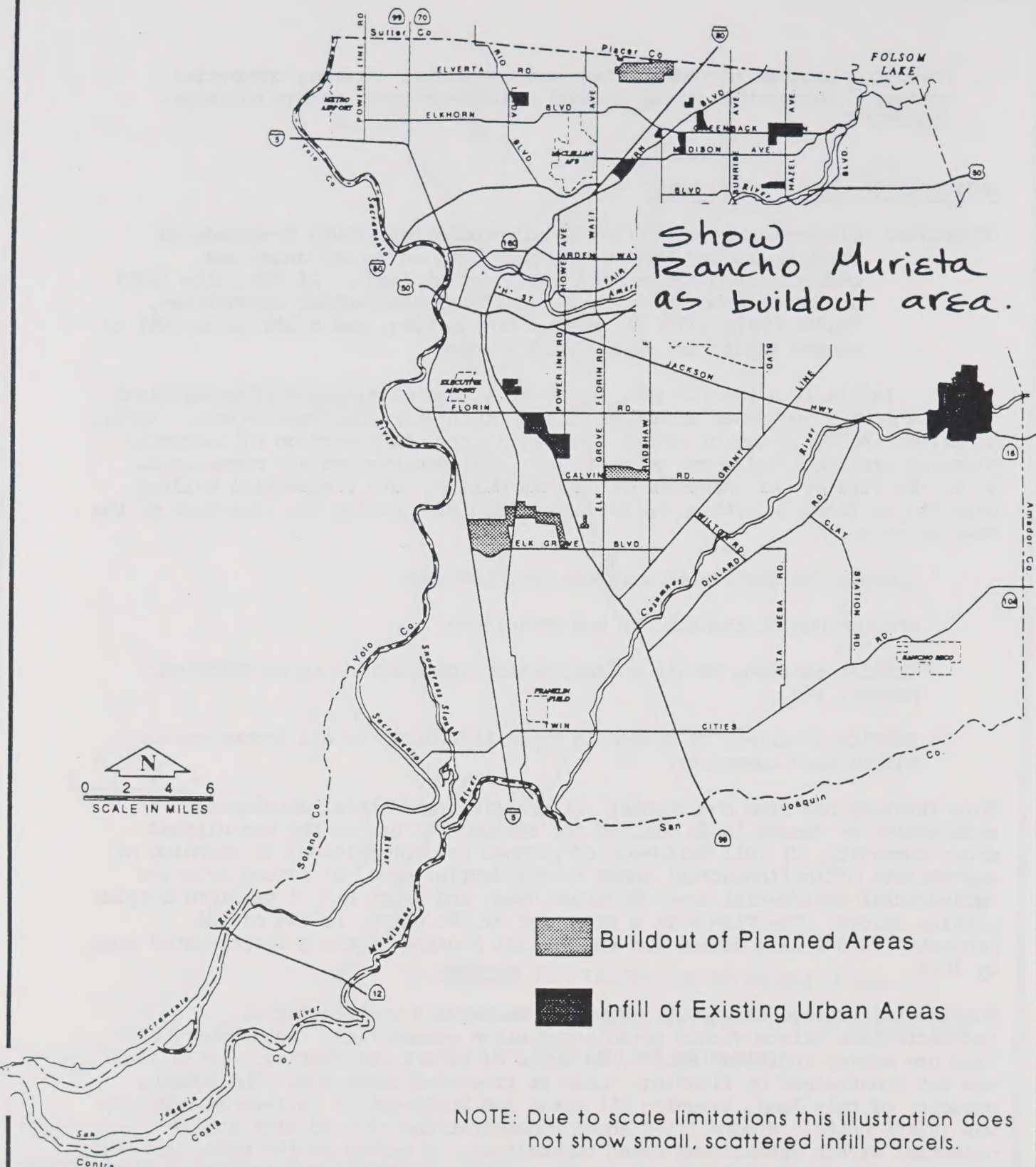


Figure III-4
Areas of Opportunity for
Infill and Buildout

Prepared by the Sacramento County Planning and Community Development Department



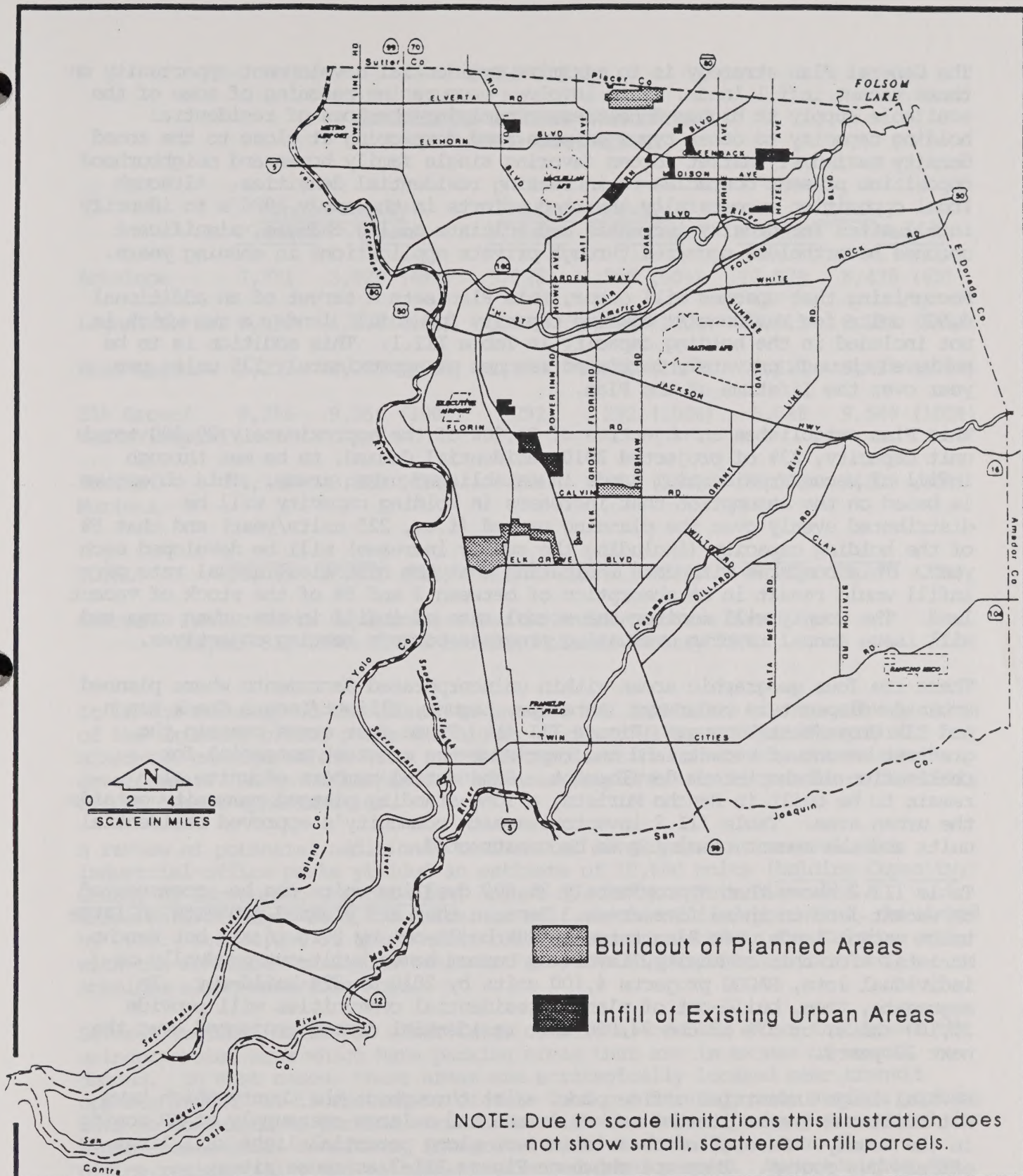


Figure III-4
Areas of Opportunity for
Infill and Buildout

Prepared by the Sacramento County Planning and Community Development Department



The General Plan strategy is to maximize residential development opportunity on these vacant infill lands. This involves encouraging rezoning of some of the available supply to higher densities, minimizing the loss of residential holding capacity to other types of uses, and developing at close to the zoned density maximums. Market forces favoring single family homes and neighborhood opposition present obstacles to increasing residential densities. Although local opposition successfully thwarted efforts in the early 1980's to identify infill sites for density increases and initiate zoning changes, significant upzones nevertheless occurred through private applications in ensuing years.

Recognizing that upzones will occur, this Plan sets a target of an additional 4,500 units for residential holding capacity for infill lands, a sum which is not included in the holding capacity in Table III.1. This addition is to be achieved through privately initiated rezones at approximately 225 units per year over the lifetime of the Plan.

This Plan establishes an objective of 21,900 of the approximately 29,300 total unit capacity, 23% of projected 2010 residential demand, to be met through infill of vacant residential lands in established urban areas. This objective is based on the assumption that increases in holding capacity will be distributed evenly over the planning period (i.e., 225 units/year) and that 5% of the holding capacity (including the supply increase) will be developed each year. This compares with data indicating that the historical annual rate of infill would result in an absorption of between 3 and 5% of the stock of vacant land. The County will monitor the actual rate of infill in the urban area and will issue annual reports evaluating progress towards meeting objectives.

There are four geographic areas within unincorporated Sacramento where planned urban development is underway: Antelope, Laguna, Elliott/Laguna Creek Ranch and Elk Grove/West Vineyard (Figure III-4). These four areas contain the greatest amount of vacant land and represent the greatest potential for realization of short-term development. Substantial numbers of units also remain to be built in Rancho Murieta, a long-standing planned community outside the urban area. Table III.2 inventories each community's approved residential units and the amount remaining to be constructed.

Table III.2 shows that approximately 36,000 dwelling units can be accommodated on vacant land in these five areas. Because they are planned projects on large tract vacant lands, the Plan targets 100% build-out by 2010 in all but Rancho Murieta. For this community, involving custom homes built-out gradually on individual lots, SACOG projects 4,100 units by 2010 or 82% build-out. In aggregate, then, build-out of planned residential communities will provide 35,100 units, or 37% of the 94,000 unit residential demand projected over the next 20 years.

Several large industrial office parks exist throughout the County which have not built-out due to limited market demand and a large oversupply of MP zoning in the County. Several of these sites are along potential light rail lines or express bus routes. They are shown on Figure III-3 as reuse sites.

TABLE III.2

**RESIDENTIAL HOLDING CAPACITIES
FOR PLANNED COMMUNITIES**

	<u>Single Family</u>		<u>Multiple Family</u>		<u>Total</u>	
	<u>Planned</u>	<u>Vacant</u>	<u>Planned</u>	<u>Vacant</u>	<u>Planned</u>	<u>Vacant</u>
Antelope	7,851	3,829 (49%)	5,128	4,598 (90%)	12,979	8,426 (65)
Laguna C.F.D.	9,939	4,576 (46%)	3,976	3,976 (100%)	13,915	8,551 (61%)
West Laguna	3,277	3,277 (100%)	2,150	2,150 (100%)	5,427	5,427 (100%)
Elk Grove/ West Vineyard	9,256	9,256 (100%)	292	292 (100%)	9,548	9,548 (100%)
Rancho Murieta	4,746	3,923 (83%)	254	97 (26%)	5,000	4,020 (80%)
TOTAL	35,069	24,861 (71%)	11,800	11,113 (94%)	46,869	35,973 (77%)

Source: Public Works Department - Public Infrastructure Section,
August 31, 1990; SACOG Housing Module, January 1991.

It is the strategy of the County to promote and facilitate the use of a portion of the existing office parks for higher residential densities, integrated mixed-use configurations (i.e., retail/residential) and as transit-oriented developments. Some office/industrial uses should remain to provide a diversity of employment opportunities.

A review of potential additional residential development at several such industrial-office parks yielded an estimate of 10,600 units (Holding Capacity, County of Sacramento General Plan, August 30, 1991). This Plan sets a conservative target of 5,300 units, or half the identified potential, developed by 2010. Over 4,000 of these units could be accommodated in the Calvine area, with the remainder in Laguna Business Park, the Highway 50 Corridor and Antelope along Roseville Road.

Several regional malls and other large commercial centers exist throughout the unincorporated area which have parking areas that are in excess of normal demand. In most cases, these areas are strategically located near transit opportunities. It is the intent of this land use strategy that surface parking lots be converted to parking structures, with the excess parking areas used for higher residential densities, integrated mixed-use configurations (i.e., office/residential), and as transit-oriented developments. Opportunities for such conversion exist at Sunrise Boulevard and Greenback Lane, Florin Mall and

the surrounding commercial complexes, Town and County Shopping Center at El Camino and Watt Avenue, Country Club Plaza and Center and various retail complexes at Howe Avenue and Arden Way.

Policies:

- LU-2. The County shall give priority to residential development on vacant or underutilized sites within existing urban areas which have infrastructure capacity available.
- LU-3. Each community planning area containing an existing urban use shall provide within the urbanized portion (excluding urban growth areas) additional residential holding capacity sufficient to meet that community's fair share of a County-wide target of 4,500 units increased holding capacity.

With respect to Policy LU-3, each urban community must provide its fair share to meet the targeted 4,500 unit increase in residential holding capacity. The intent is that this additional holding capacity would derive from existing residentially zoned parcels, not residential development through redevelopment or other strategies identified in this section. The specific targets for each community will need to reflect the fact that some communities have relatively less remaining vacant land while others have a disproportionate share of higher density housing (see Implementation Measure A). Each community will have a mandate to provide their fair share but will have latitude in developing a strategy. The Community Council and citizens will need to work together when updating their community plan to determine how the Plan will provide the community's fair share of additional holding capacity.

- LU-4. All residential projects involving ten or more units, excluding remainder lots and Lot A's, shall not have densities less than 75% of zoned maximums, unless physical or environmental constraints make achieving the minimum densities impossible, or unless existing zoning is inconsistent with LU-15.

The purpose of LU-4 is to protect the integrity of existing residential densities. Policy LU-4 constrains the underutilization of residentially zoned land by establishing minimum density requirements applicable to each residential zone. LU-4 combined with LU-17 protects existing neighborhoods in two ways: they support downzoning of existing parcels; and, LU-17 sets an upper bound in areas more than one-half mile from a Transportation Corridor while LU-4 requires build-out nearer to maximum zoning density requirements.

- LU-5. Provide for the development of vacant or underutilized portions of industrial-office parks with medium or high-density residential uses or mixed-use development provided they are located near existing trunk or feeder line networks and are designed so as to be compatible with adjacent uses.

- LU-6. Provide for additional mixed use development in commercial parking areas near the trunk or feeder line networks where such uses would be compatible with surrounding uses and where parking demand can be appropriately accommodated or structured parking can be constructed.

Implementation Measures:

- A. Determine each community's fair share requirement of additional residential holding capacity as per Policy LU-3, with adjustment to reflect the ratio of developed and planned multi-family units to total housing units in the community and the ratio of vacant residential land within the community to vacant residential land within all the established communities. (PLANNING)
- B. Monitor the location and ratio of infill and reuse development, and changes in holding capacity resulting from rezones or development with other uses. Establish an incentive program for owners of properties designated for infill and owners of property or property managers of large commercial areas which contain excessive parking to convert their surface parking to structured parking and accommodate higher density and intensity development which allows for special consideration in application processing. Report annually on progress towards attaining objectives for residential infill, rezones to higher densities, build-out of planned communities, and residential development. (PLANNING, DERA)
- C. Identify specific parking areas with potential for reuse and develop conceptual designs for development. (PLANNING)
- D. Prepare a brochure for use by the public which provides a discussion of the benefits of infill land use strategies. (PLANNING)
- E. Coordinate with the Building Industry Association and the Department of Public Works in the promotion of sites for infill development. (PLANNING)
- F. Coordinate with the Community Planning Advisory Councils in the approval of infill development. (PLANNING, COMMUNITY PLANNING ADVISORY COUNCILS)
- G. Amend the Zoning Code to require minimum densities for residential development. (PLANNING)

DEVELOPMENT OF NEW URBAN GROWTH AREAS

Objective: Thirty percent of projected population growth (28,300 units) accommodated through efficient transit-oriented development in new urban growth areas at the urban fringe.

Intent: The County intends to accommodate a portion of the projected population growth during the planning period in new areas designated for urban use and as Urban Study Area on the Land Use Diagram. These areas are at the edge or fringe of existing urban development. They were selected based on the:

- ° need for additional land to meet the demand for housing and employment uses and provide a reasonable oversupply to maintain market flexibility;
- ° ability to provide adequate services and facilities;
- ° potential for public transit service; and
- ° preservation and conservation of natural and environmental features.

The Plan establishes an objective of 28,300 units or 30% of the 94,000 residential units projected during the planning period. This objective represents the balance of demand after accounting for other residential accommodation strategies. The County intends to monitor the rate of infill and fringe area growth and pace urban expansion so as to maintain general conformance with the objectives.

Population and housing projections used to prepare this Plan project that the market demand for new multiple family housing will increase during the planning period, eventually surpassing the market demand for low-density residential units toward the planning horizon. It is the intent of the County to designate sufficient land to meet this projected demand for medium and high-density residential development. The County also intends to locate higher density residential uses at key locations on the transportation system in mixed-use configurations.

It is the intent of the County by supporting medium and higher density development, and transit-oriented developments to:

- ° increase the efficiency of providing infrastructure and services;
- ° reduce the costs of providing services;
- ° provide adequate ridership for light rail and other alternative transportation systems;
- ° help reduce air pollution;
- ° provide housing opportunities to meet future demands for various costs and housing types; and
- ° create more identifiable neighborhoods and communities.

Figure III-1 depicts urban growth areas in South Laguna, Vineyard, East Elk Grove, Lent Ranch and Elliott Ranch South, Douglas-Sunrise, and Mather Air Force Base. It is the intent of the County that urban growth areas develop as

a community of transit-oriented developments. The hierarchy and location of transit-oriented development shall occur in general conformance with the pattern of land use shown on the Land Use Diagram and depicted in Figures III-5 through III-7.

The Plan depicts Mather Air Force Base as an Urban Development Area because the Base will close during the planning period. It is the intent of the County that portions of Mather Air Force Base develop at urban densities and intensities during the planning period. The County will prepare a special study for the Base pursuant to its closure which will determine the feasibility of transit-oriented development and establish the location, densities and intensities of land uses on the Base.

Policies:

- LU-7. The County shall not approve land use projects which are for noncontiguous development, i.e. leapfrog.
- LU-8. Infrastructure financing plans which specify the extent, timing and estimated cost of all necessary infrastructure shall be approved by the Board of Supervisors together with the approval of zoning for any urban uses in urban growth areas. The resulting financing mechanisms shall be implemented prior to the approval of all entitlements in urban growth areas.
- LU-9. Specific plans may be prepared for subareas of an urban growth area for the purpose of prioritizing development opportunities. In such cases, the Plan shall have defensible boundaries and address development of all lands within them.

Implementation Measures:

- A. Prepare Specific Plans for urban growth areas and Urban Development Areas. (PLANNING)
- B. Amend the General Plan Land Use Diagram as necessary to correctly reflect details of new Community and Specific Plans. (PLANNING)

AGRICULTURAL-RESIDENTIAL DEVELOPMENT

Objective: Historical rate of Agricultural-Residential development accommodated so as to provide 2,400 new units or 2.6% of projected 2010 residential growth through build-out and limited expansion of existing Agricultural-Residential communities.

Intent: Urban development has and will continue to predominate by far over rural residential growth in Sacramento County. Surrounding counties, particularly Placer and El Dorado, have typically received much larger shares of rural residential development. Nevertheless, Sacramento County has

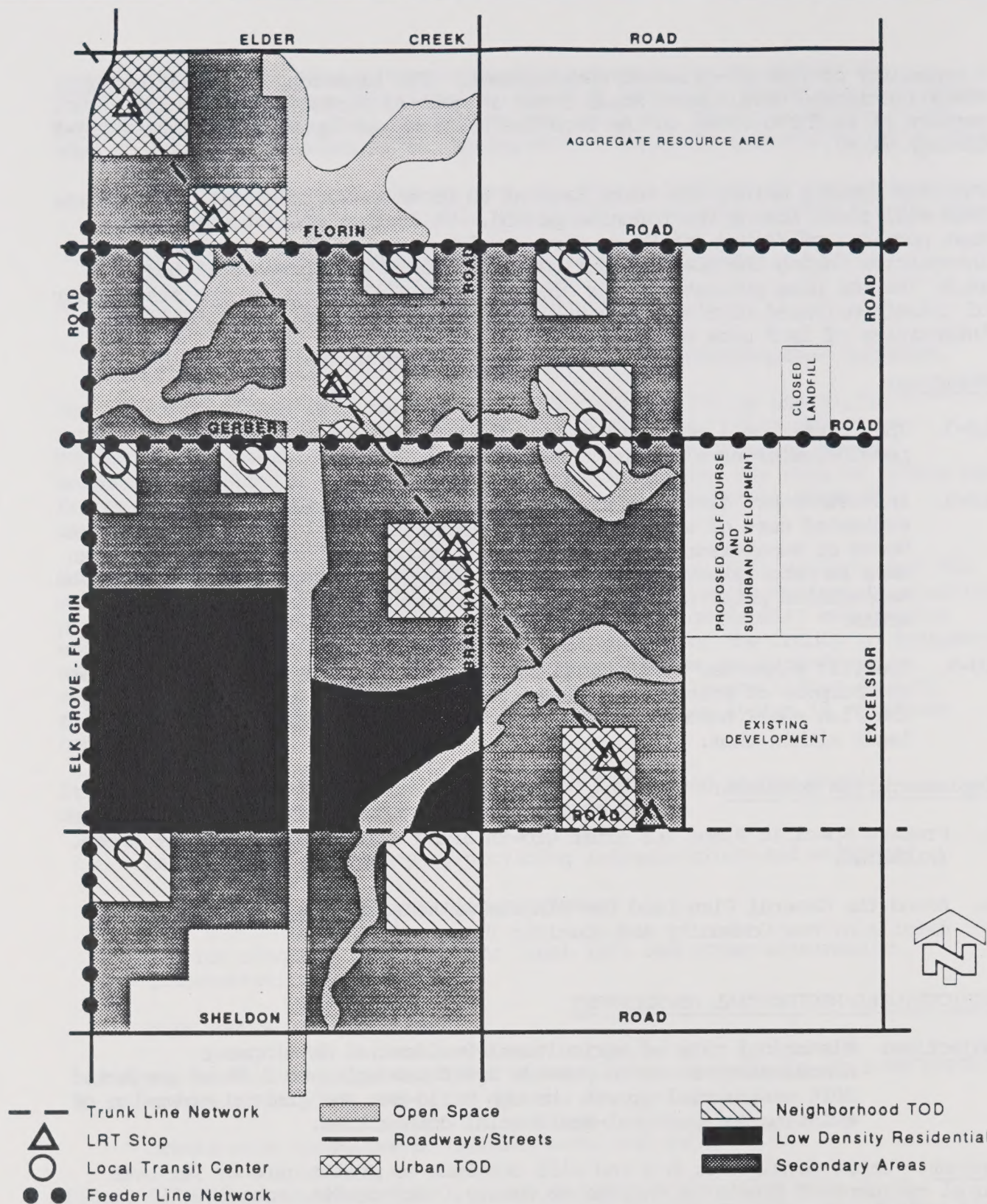


Figure III-5
Vineyard Area Conceptual Plan

Prepared by the Sacramento County Planning and Community Development Department

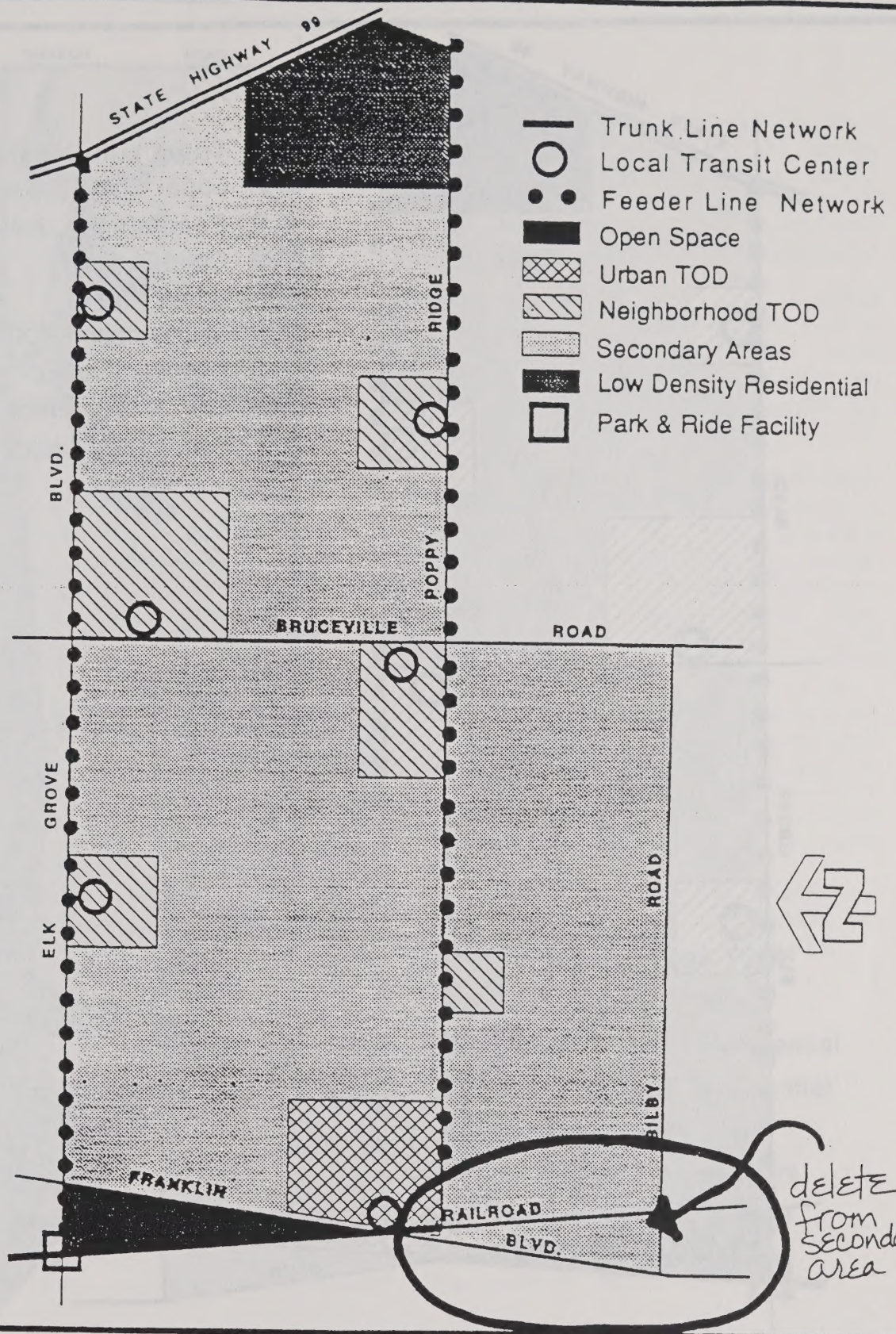


Figure III-6

South Laguna Area Conceptual Plan

Prepared by the Sacramento County Planning and Community Development Department



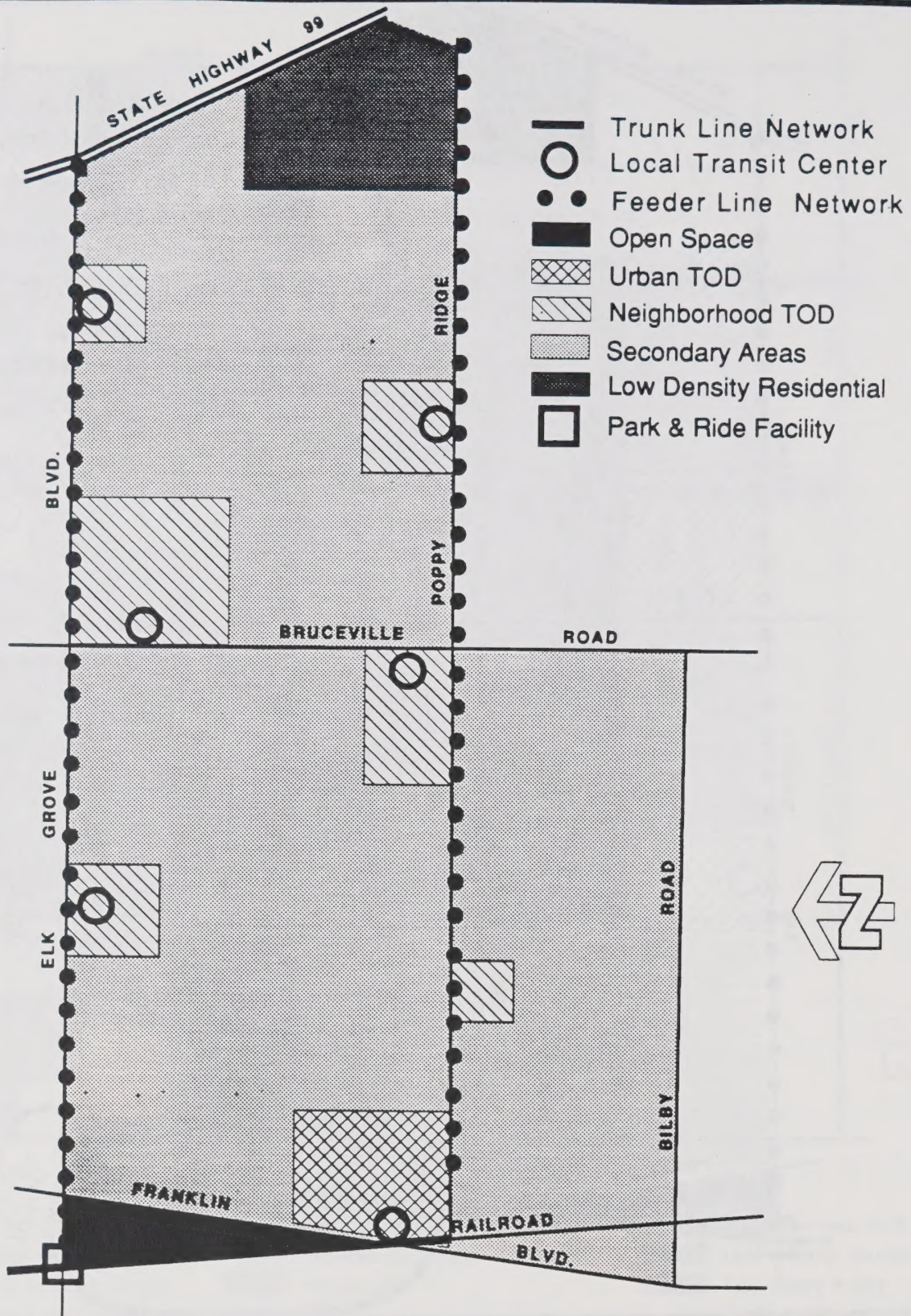
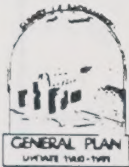
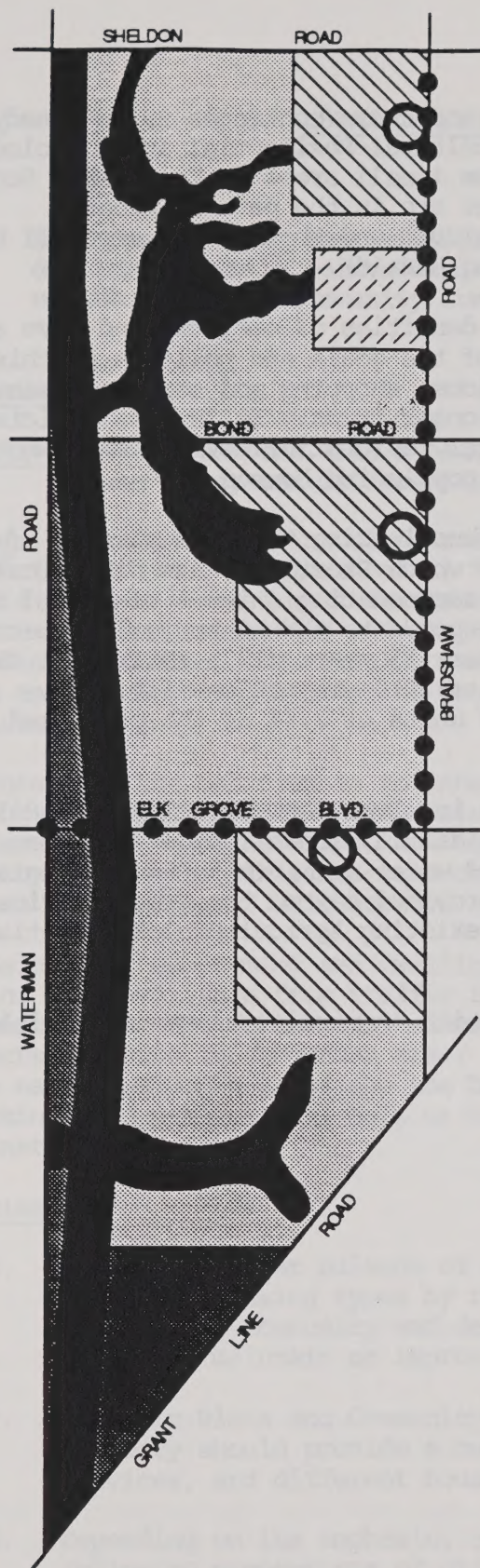


Figure III-6
South Laguna Area Conceptual Plan

Prepared by the Sacramento County Planning and Community Development Department





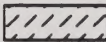
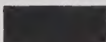
-  Neighborhood TOD
-  Secondary Areas
-  Low Density Residential
-  Agricultural-Residential
-  Open Space
-  Feeder Line Network
-  Local Transit Center

Figure III-7
Elk Grove East Conceptual Plan

Prepared by the Sacramento County Planning and Community Development Department

historically provided for rural land uses and there continues to be steady demand for new units. Long-standing Agricultural-Residential areas include those that are now surrounded by urban uses (small areas in Fair Oaks, South Sacramento and North Highlands), those that are in the path of urban development (Rio Linda, Orangevale and Sheldon) and those which are well beyond the urban area (Wilton, Alta Mesa, Clay and Herald).

However, as a land use, rural residential densities of one, two and five acres to the dwelling unit do not support many of the goals and policies of this Plan. The low density and distance from jobs, shopping and services create an auto-dependent environment with more and longer trips. It is less efficient and more costly to provide services to rural residential developments and they consume more open space for the amount of population housed.

This Plan recognizes these issues while acknowledging that the pursuit of a rural lifestyle is a legitimate demand for which Sacramento has historically provided. The Plan sets an objective of accommodating a level of demand for Agricultural-Residential units which corresponds to the historical pattern of rural development in the County over the last 15 years (1975-1991) of 1.4% of total County housing demand. Translating to 2010 projections for the unincorporated area, this amounts to 2,400 units or 2.6% of the projected demand of 94,000 units.

The strategy for accommodating this growth involves concentrating new AR-1 and AR-2 uses within existing Agricultural-Residential areas inside the Urban Service Boundary, while providing sewer and water to minimize environmental problems. AR-5 uses will continue to be provided beyond the Urban Service Boundary by limited expansion adjacent to existing Agricultural-Residential areas.

For policy see Rural Growth Management Section, Agricultural-Residential Land Use Policies.

C. URBAN GROWTH MANAGEMENT STRATEGY

GOAL: Land use patterns that minimize the impacts of new and existing development while maintaining the quality, character, and identity of neighborhood and community areas.

MIXED USE

Objective: Neighborhoods with a balanced mix of employment, neighborhood services, and different housing types.

Intent: A number of the problems confronting Sacramento County can be linked to the loss of true neighborhoods. This is more than an issue of community identification, because well designed and balanced neighborhoods have a strong potential to reduce traffic and air pollution impacts. The following policies establish guidelines that should be used when reviewing different types of plans and development in order to promote neighborhoods with a useful mix of services.

The intent of the policies is to enhance neighborhood character and minimize automobile travel. Providing a variety of destinations nearby each other will shorten most automobile trips, and eliminate some altogether by promoting foot and bicycle travel. This non-automobile street activity will promote human contact and a sense of neighborhood.

The balance of employment and dwelling types should be examined using the most current data available from traffic impact modelling data sets. This information is kept for census "minor zones", which usually range from 100 to 500 acres in size in the urban area. Examining the balance of uses within these easily walkable areas and the broader community will let an individual determine if a project will help or hinder efforts to closely link destinations.

Policies:

- LU-10. Promote a better balance of employment, neighborhood services, and different housing types by reviewing development projects and the surrounding community and designing new projects wherever feasible so that they maintain or improve the mix of uses in the community.
- LU-11. Specific Plans and Community Plans for areas within the Urban Service Boundary should provide a balance of employment, neighborhood services, and different housing types wherever feasible.
- LU-12. Depending on its emphasis, a mixed use development should include the following proportions of different uses, shown as percentages of the site area:

Table III.3

EMPHASIS OF DEVELOPMENT

<u>USE</u>	<u>COMMERCIAL</u>	<u>OFFICE</u>	<u>RESIDENTIAL</u>
Retail	50-70%	10-30%	10-30%
Office	0-20%	50-70%	0-30%
Residential	20-40%	0-30%	50-80%
Public	10-30%	10-30%	10-30%

NOTE: Commercial uses refer to the LC and SC zones. Office uses refer to the BP and MP zones. Residential uses refer to the RD-5 through RD-50 zones.

Implementation Measures:

- A. Continue to work with SACOG and other agencies to develop and maintain a current data base which includes information about dwelling units and employment. (PLANNING)
- B. Evaluate development projects by noting the balance of uses in the minor zone the project is located in and the surrounding community. (PLANNING)
- C. Modify the Zoning Code to encourage mixed use development on the same parcel or within the same building. (PLANNING)

PEDESTRIAN CIRCULATION

Objective: Communities, neighborhoods, and single projects that promote pedestrian circulation and safety through amenities, good design, and a mix of different land uses in close proximity.

Intent: Through oversight or intent, much of our postwar development has impeded simple walking. Examples include:

- o Landscape strips and soundwalls meant to buffer development that also prevent direct foot travel.
- o Pedestrian routes that are devoid of landscaping, benches, lighting, drinking fountains, or other amenities.
- o Drainage ditches, roads, and freeways with inadequate pedestrian crossings isolate projects.

- o Sidewalks that are placed directly next to fast-moving traffic with no intervening trees or parked cars to improve a pedestrian's sense of security.
- o Very low density development that has pushed destinations so far away from each other that walking between them is difficult.
- o Large, homogenous development projects that provide no mix of supporting land uses within walking distance.

The intent of this objective and the policy that accompanies it is to reconnect neighborhoods by promoting pedestrian travel through amenities, better land use patterns, and good design. This will have the important benefit of providing full access to community activities for people who may not drive cars because of their age, illness, disability, choice, or income level. An extremely important benefit is that almost everything that facilitates pedestrian travel also promotes bicycle travel and improves access for disabled persons.

New development will look different to a person on foot. No longer should drainage ditches, landscape buffers, or soundwalls create linear barriers which prevent more direct pedestrian access between destinations. No longer should pedestrians be left to harsh, sterile, unsheltered sidewalks. No longer should they be forced to weave among parked and moving cars to get to a store separated from the street by a large parking lot. No longer should project and building entrances be designed solely for the convenience of those arriving by car. No longer should commercial strips be allowed which are so long no reasonable person will walk their length. Instead, pedestrians should find destinations clustered together with entrances oriented towards pedestrian paths. They should find pedestrian paths that are visible, secure, shaded, and direct. They should find drinking fountains, benches, and other amenities that can restore the simple pleasure of walking through a neighborhood.

Policy:

- IU-13. Community Plans, Specific Plans, and development projects shall be designed to promote pedestrian movement through direct, safe, and pleasant routes that connect destinations inside and outside the plan or project area.

Implementation Measures:

- A. Modify the Zoning Code and development standards to promote pedestrian access by providing for breaks in sound walls, walkways through parking lots, lighting and amenities, and pedestrian routes between projects and different land uses. (PLANNING, PUBLIC WORKS)
- B. Evaluate and condition development projects in order to provide pedestrian routes and amenities. (PLANNING, DERA)

- C. Develop Community and Specific Plans that provide a network of pedestrian routes that connect different destinations within the plan area. (PLANNING)

LAND USE AND TRANSIT RELATIONSHIP

Objective: A community wide pattern of development with the most intensive land uses in close proximity to transit stops.

Intent: It has long been understood that density translates directly to travel demand, and that travel demand can best be accommodated by transit if the most intense uses are clustered near the transit stops. Unfortunately, this knowledge has not strongly affected the pattern of land uses. The intent of the policies below is to put this understanding into action by requiring development near transit to be of sufficient density to support the system, and to prohibit intense development that will produce significant travel demand from locations where that demand will only be met by automobiles and where it conflicts with established neighborhoods.

Discussion: Since multiple destinations within high density mixed-use projects can often be reached by foot, such projects have a strong ability to reduce automobile travel. This ability is lessened, however, if the project itself is reachable only by car. Focusing high intensity projects near high quality transit service can reduce travel between uses and allow travel to multiple other destinations without any need for an automobile. Low intensity land uses should not be placed along high quality transit routes, because they will not generate ridership levels sufficient to support that transit service.

The potential for higher density projects to reduce the demand for automobile travel should not be diminished by allowing such projects to be built in areas that do not benefit from high quality transit service. While it is true that trips within such projects may be made by foot or bicycle, air quality goals can be more easily met if the project itself can be reached without a car trip. Just as it is important to concentrate higher density projects around transit, it is important not to waste the opportunity they represent by scattering them in parts of the community without high quality transit service.

Policies below recognize that residential densities and non-residential intensities must gradually decline away from the Transportation Corridor toward low-density neighborhoods; that densities and intensities should recognize the difference between planned and existing transit service; and, that transit-orientation can allow for reduced parking requirements.

Policies:

- LU-14. It is the policy of Sacramento County to design new development located within one-half mile of a transit stop on a transportation corridor to conform to the density requirements of Table III-4, except where the Board of Supervisors finds that development at the desired densities is not feasible.

MINIMUM DENSITY AND INTENSITY REQUIRMENTS OF LU-14

LAND USE TYPE	Location In Relation To Transit Transfer Center or Trunk Line Stop and Which Adjoins An Arterial Street and Feeder Bus Route					
	WITHIN 1/8 MILE		BETWEEN 1/8 AND 1/4 MILE		BETWEEN 1/4 AND 1/2 MILE	
	EXISTING	PLANNED	EXISTING	PLANNED	EXISTING	PLANNED
RESIDENTIAL	25 du/NA	25 du/NA	Average 12 du/NA for entire 1/4 mile area	Average 12 du/NA for entire 1/4 mile area	6 du/NA (15 du/NA Maximum)	6 du/NA (15 du/NA Maximum)
NON-RESIDENTIAL⁽¹⁾	1.0 FAR	0.4 FAR	0.4 FAR	0.25 FAR	NONE	NONE
MIXED USE	12 du/NA and 1.0 FAR	12 du/NA and 0.4 FAR	10 du/NA and 0.4 FAR	10 du/NA and 0.25 FAR	Compliance with intent of TOD Guidelines for Secondary Areas	Compliance with intent of TOD Guidelines for Secondary Areas
	Location In Relation To Feeder Line Stop, or a Trunk Stop Which Does Not Adjoin An Arterial Street and Feeder Bus Route					
	WITHIN 1/8 MILE		BETWEEN 1/8 AND 1/4 MILE		BETWEEN 1/4 AND 1/2 MILE	
	EXISTING	PLANNED	EXISTING	PLANNED	EXISTING	PLANNED
RESIDENTIAL	10 du/NA	10 du/NA	6 du/NA	6 du/NA	6 du/NA (15 du/NA Maximum)	6 du/NA (15 du/NA Maximum)
NON-RESIDENTIAL⁽¹⁾	0.4 FAR	0.25 FAR	0.4 FAR	0.25 FAR	NONE	NONE
MIXED USE	5 du/NA and 0.4 FAR	5 du/NA and 0.2 FAR	5 du/NA and 0.2 FAR	5 du/NA and 0.2 FAR	Compliance with intent of TOD Guidelines for Secondary Areas	Compliance with intent of TOD Guidelines for Secondary Areas

NOTES

(1) Projects in areas where transit is not yet available must be planned and designed so that they can be modified later to meet the higher non-residential floor area ratios when transit service is available.

EXISTING: Existing service or under construction.

PLANNED: Service is in an adopted plan.

du/NA = Dwelling unit/net acre

FAR = Floor area ratio

☐ Projects in the shaded area should be in mixed use developments where feasible.

- LU-15. Parking requirements may be reduced in order to meet the density requirements established by policy LU-14.
- LU-16. Specific plans incorporating areas where policy LU-14 is applicable shall include provisions to ensure the right to develop subsequent project phases to the densities of LU-14.
- LU-17. Sacramento County shall strongly discourage new development that is more than one-half mile from a Transportation Corridor or equivalent transit service if any one of the following is true:
- A. The project has a residential density greater than 12 units per acre;
 - B. The project has a nonresidential floor area ratio of .5 or more;
 - C. The project is a mixed use project with a nonresidential floor area ratio of at least 0.5 combined with a residential density of 5 units per acre.

Implementation Measures:

- A. Monitor development proposals along designated Transportation Corridors and do not approve projects that do not meet density standards. (PLANNING, RT)
- B. Establish minimum development density combining or overlay zoning along light rail transit corridors which includes light rail right-of-way dedication and specific incentives to encourage transit supportive development and direct access links to the transit station.

COMMUNITY AND NEIGHBORHOOD IDENTITY

Objective: New development that accommodates projected population increases, yet provides direct and multiple pedestrian and automobile linkages to other developments, maintains community identity, and is compatible with existing neighborhoods.

Intent: As Sacramento grows, it is important to restore the sense of community that the entire metropolitan area once had by carefully nurturing the identity of smaller new and existing communities. Within each community are neighborhoods with individuality and unique character. The policies below are intended to ensure that the character and identity of existing communities and neighborhoods are protected, but not through measures that undercut other concepts in this General Plan.

Discussion: Community and neighborhood identity are as simple as knowing where you are. Topography, activity centers, landscaping, architecture, open space buffers, signs, building heights, and road patterns all help to provide definition. As the urban area fills in and the intensity of development increases, it becomes more important to retain a sense of scale and coherence.

Care should be exercised when evaluating new projects to assure that they are compatible with nearby development by transitioning building heights and employing buffers, while maintaining linkages between different land uses. The Plan allows the creation of Neighborhood Preservation Areas (NPAs) as tools individual neighborhoods can use to nurture their own identities.

Policies:

- LU-18. Design new development to be compatible with surrounding development.
- LU-19. Incompatible urban land uses should be buffered from one another by methods that retain community character, and do not consume large land areas or create pedestrian barriers.
- LU-20. Neighborhood identity should be maintained in existing and developing areas.
- LU-21. Support the efforts of individual neighborhoods to maintain their identities through strategies such as Neighborhood Preservation Areas (NPA's) or neighborhood associations. Nothing in this plan is intended to supersede the objectives of these efforts.

Implementation Measures:

- A. Develop Community and Specific Plans that promote neighborhood and community identity through design, street patterns, architecture, buffers, and open space. (PLANNING)
- B. Employ buffers and transitions to assure that new development is compatible with existing development. (PLANNING, PUBLIC WORKS)
- C. Amend the County Code and Zoning Code to include design review of development projects as a function of the Subdivision Review Committee and Planning Commissions. (PLANNING)

VISUAL QUALITY

Objective: Low glare external building surfaces and light fixtures that minimize reflected light and focalize illumination.

Intent: Glare from surface building materials and exterior lighting may be considered disruptive to neighborhood character and impair vehicular safety along roadways. The intent of the policies below is to recognize and diminish the aesthetic and safety impacts of glare.

Discussion: Glare off highly reflective building surfaces from the sun or electric lights can adversely affect nearby pedestrian and vehicular traffic by momentarily reducing a person's field of vision causing unsafe walking and driving conditions. Excessive or poorly directed illumination around buildings can be intrusive to nearby property owners and disruptive to legitimate evening activities. Although security lights are an important tool for protecting

property, excessive lighting can reduce privacy and adversely affect visual quality for nearby neighbors.

Policies:

- IU-22. Exterior building materials on nonresidential structures shall be composed of a minimum of 50 percent low-reflectance, non-polished finishes.
- IU-23. Bare metallic surfaces such as pipes, flashing, vents, and light standards on new construction shall be painted so as to minimize reflectance.
- IU-24. Require overhead light fixtures to be shaded and directed away from adjacent residential areas.
- IU-25. Require exterior lighting to be low-intensity and only used where necessary for safety and security purposes.

TRANSIT-ORIENTED DEVELOPMENT

Objective: High intensity, mixed use neighborhoods that provide a pedestrian environment and are closely linked to transit.

Intent: The intent of this objective and the the policy below is to explain the development pattern that this General Plan promotes. These design concepts have the potential to greatly reduce automobile travel and the congestion and air pollution that result. The document titled Transit-Oriented Development Design Guidelines for Sacramento County carefully details one approach to employing these concepts. The policy below allows other approaches to be utilized, as long as the concepts are adhered to.

Policies:

- IU-26. Developments in the areas designated on the Land Use Diagram as Urban or Neighborhood TODs shall be designed in a manner that conforms to the concepts of transit-oriented development, including:
 - ° High intensity, mixed-use development concentrated in a Core Area within an easy walk (one quarter mile) of a transit stop on the Trunk or Feeder Line Network.
 - ° An emphasis on neighborhood support commercial services at street level in the Core Area that can serve the residents of the Core and surrounding Secondary Areas, with other employment encouraged in the Urban TODs created along the Trunk Line Network.
 - ° A pleasant walking environment created through good land use design, short distances, amenities, and streetscape features.

- ° Direct, multiple linkages, especially for bicycles and pedestrians, between the Core Area and the surrounding Secondary Area.

- LU-27. The primary concepts in LU-26 should be employed wherever feasible in new urban development.
- LU-28. Community Plans and Specific Plans shall employ the primary concepts in LU-19 in designating locations for higher intensity mixed use development and designing circulation and pedestrian networks.

Implementation Measures:

- A. Support development along key components of the transit system that is consistent with the Transit-Oriented Development Design Guidelines for Sacramento County. (PLANNING, PLANNING COMMISSION, BOARD OF SUPERVISORS, REGIONAL TRANSIT)
- B. Develop a process for the consideration and review of development projects at Urban and Neighborhood TOD sites that employ alternatives to the Transit Oriented Development Design Guidelines. (PLANNING, DERA)
- C. Develop administrative procedures for processing development proposals in designated Urban and Neighborhood TOD opportunity areas prior to the approval of a Specific Plan. (PLANNING)
- D. Participate in the transit/density pilot project possible under 1990 California legislation, SB 2559. (PLANNING, COUNTY EXECUTIVE, ADMINISTRATION AND FINANCE, PUBLIC WORKS)
- E. Identify additional Urban and Neighborhood TOD sites for inclusion in the General Plan during five-year updates. (PLANNING)
- F. Amend the zoning code to permit higher floor area ratios for all nonresidential development and to require minimum intensities for all development. (PLANNING)

HOUSING AFFORDABILITY AND MIXED INCOME HOUSING OPPORTUNITIES

Objective: Improved housing affordability for residents earning below median incomes, and a continued supply of affordable housing units.

Intent: The intent of this objective and the policy below is to create incentives for developers to provide affordable housing opportunities to people who have been unable to afford housing as wages fell behind housing cost increases. Another intent is to avoid developer subsidies of affordable housing. The policy will have the side benefit of economic integration throughout the community.

Policy:

LU-29. Grant density bonuses of 25% more than what maximum zoning would permit; and allow reduced street width and parking standards, fee deferral, priority application processing, and development of 4,000 square foot lots in up to 25% of the development, when a development proposal is for construction of housing affordable to median and lower income levels, and encourage location of mixed income housing opportunities in areas where very few such housing opportunities exist and significant employment centers exist or are proposed.

Implementation Measures:

- A. Review the Housing Element, Community Plans, and development projects to assure housing affordability goals are met. (PLANNING)
- B. Monitor affordable housing program effectiveness, and modify the program as necessary. (PLANNING, SHRA)
- C. Establish an incentive program for the construction of housing affordable to low or very low income levels which allows for special consideration in application processing. (PLANNING, DERA)

PARKING

Objective: A sufficient, yet efficient supply of parking.

Intent: While parking is a necessary thing, given the level of automobile use in this community, it has some negative impacts. Excess free parking encourages automobile use. Empty parking lots create urban heat islands in the summer sun. Parking consumes vast amounts of expensive land, pushing more important land uses farther apart from each other.

A well-developed parking supply will be scaled down from what has been typical in recent years, consume less land, be better shaded, have good pedestrian aisles away from automobile traffic, be designed to facilitate the collection of parking charges, and maximize the sharing of parking supplies among nearby land uses.

Policy:

LU-30. Parking areas shall be designed to:

- Minimize land consumption;
- Provide pleasant and safe pedestrian and bicycle movement;
- Facilitate shared parking

- ° Allow for the possible reuse of surface parking lots through redevelopment; and,
- ° Minimize parking lot street frontage.

Implementation Measures:

- A. Amend the Zoning Code to reduce parking requirements, facilitate shared parking, and study the feasibility of establishing parking maxima for all residential and nonresidential development in keeping with the intent of the mixed-use and transit oriented development concepts of the General Plan. (PLANNING)
- B. Implement shared parking standards that can be applied to mixed use developments in order to reduce the amount of land developed with parking areas and increase the intensity of development. (PLANNING)
- C. Review all development projects to assure that they are designed to include pedestrian paths through parking areas, allow for the redevelopment of excess parking area in the future, and promote shared parking. (PLANNING)

COMMERCIAL AND INDUSTRIAL LAND USE

Objective: Viable commercial services and a diversity of employment opportunities located in proximity to residents.

Intent: Policies in the Urban Design section of the Land Use Element focus on the compatibility of commercial and industrial land uses with residential land uses and transit. Policies in this section focus on the location of these uses in relation to the population and the role of land use planning in support of commercial and industrial land uses to create a balanced economy. It is the intent of Sacramento County to locate commerce, offices, and public uses to influence people to make different transportation choices and to match people to markets. It is also the intent of choices and to match people to markets. It is also the intent of Sacramento County to provide a variety of locations for future commerce and industry to attract business and balance the economy.

Retail and Office Location: The strategy to effect retail and office locational choices relies on land use policy to concentrate rather than diffuse office and retail destinations. Strip commercial development--generally defined as commercial development of a shallow depth limited to parcels fronting on a street and extending in a linear manner for one-half mile or more--is actively discouraged in favor of centers. Support for center developments is based upon the nature of trip-making behavior. Trip frequency is inversely related to its length. Trips for groceries are shorter and more scattered through the day than trips which are job-related or for goods and services used less frequently. Each retail center is intended to correlate the length of a shopping trip with a spectrum of retail and office facilities and to link the center with progressively larger retail, office and job centers through the transit system. Within each center, a supply of retail space is in balance with the needs of each center's trade area.

The strategy addresses what transportation data suggest causes the greater impact on air quality and traffic congestion--the short but frequent non-work-related trip--and the longer job-related trip. A set of policies discourages non-residential development in locations where it may conflict with the goals of transit-oriented development, and encourages provision of adequate transportation services to regionally-oriented commercial and office uses.

Industrial Location: A strategy similar to the retail strategy relates the character of industry to the transportation system. This strategy relies on the ratio of employment to land to distinguish between industry which is labor-intensive and requires sites with good access to the road and transit systems, from industry which is labor-extensive and required sites with primarily road access.

Economic Development Policies: It is Sacramento County's intent to promote economic development to provide a diversity of employment. Sacramento County relies too heavily on government (local, state, and federal) as its basic industry, and this reliance makes the economy sensitive to current changes in the public's perception of the role government plays in society.

The General Plan is a partner in a larger effort by local business organizations to improve Sacramento County's economic climate. The Plan gives direction and support to major employment sources which are changing locations or attracted to the area as a production site. It provides opportunity to establish all types of shopping facility, enables each distinct type of industry to find locations in Sacramento County, improves regional competitiveness through addressing land use and public services efficiency, and supports overall economic development activities. Broad strategies in the Plan, which address efficient land use and public services, are at the heart of any economic development strategy. Additional policies are listed below.

The Plan discourages several types of land uses, because they would be inconsistent with the objective of this section of the Plan and the general intent of the Plan to improve land use efficiency. Among these uses which are discouraged are new commercial facilities in areas where existing facilities are underutilized or vacant; and, low density dispersed, campus--like office parks.

Policies:

- LU-31. Assure that regionally-oriented commercial and office uses and employment concentrations have adequate road access, high frequency transit service and an adequate but efficient supply of parking.
- LU-32. Locate automobile-oriented commercial areas beyond one-half mile of a TOD commercial core area.
- LU-33. Discourage the establishment and build-out of linear, strip pattern, commercial centers.

- LU-34. Discourage the creation of excessive amounts of retail shopping facilities.
- LU-35. All new employment-intensive County offices or offices providing walk-in services to the public shall be located along a Trunk Line or Feeder Line Network.
- LU-36. New industrial uses using large amounts of material and with low employment densities, such as warehousing, shall be located outside new growth areas along primary transportation routes such as Interstate facilities, airports, railroads, or navigable waterways.
- LU-37. New industrial uses with high employment densities that do not create significant noise, odor, or other negative impacts, such as office-industrial parks, shall be located with access to transit provided that appropriate measures are undertaken and maintained to mitigate nuisances and traffic.
- LU-38. Protect the availability of industrial areas near the Sacramento Metropolitan Airport for airport-related uses.
- LU-39. The County shall provide an adequate industrial land supply to encourage industry to locate and provide diversification to the Sacramento County economy.
- LU-40. The County shall support activities which attract industrial development that:
 - ° do not pose a significant risk of pollution to water, air, or other natural resources.
 - ° provide for diversification in industrial development.
 - ° expand opportunities for those entering the labor force, and for Sacramento's unemployed and underemployed.
- LU-41. Maintain the viability of industrial areas and attract desirable industry to the area by creating a land supply with the following minimum parcel sizes:
 - ° Within the Industrial Intensive land use category, a ten acre minimum parcel size shall apply until the land is zoned to an M-1, M-2, MP or GC designation.
 - ° Within the Industrial Extensive land use category, the following minimum parcel size shall apply until the land is zoned to M-1 or M-2 designation:

for SCS Class I and II	40 acres
for all other soils	80 acres

Implementation Measures:

- A. The County shall monitor the availability of retail and office land, analyzing its supply, demand and location, and report this information annually to the Board of Supervisors. (PLANNING)
- B. Review and revise all commercial districts defined in the Zoning Ordinance to ensure that regulations do not allow uses that are inconsistent with this General Plan. (PLANNING)
- C. Delineate precise boundaries for central commercial districts to protect adjacent residential areas and prevent thoroughfare (strip) commercial development patterns. (PLANNING)
- D. Amend the Zoning Code to permit higher floor area ratios for all nonresidential development. (PLANNING)
- E. Require a finding by the Board of Supervisors that an analysis of supply and demand justifies rezoning for retail and office facilities.
- F. The County shall monitor the availability of industrial land, analyzing its supply, demand and location, and report this information annually to the Board of Supervisors. (PLANNING)
- G. Develop appropriate criteria defining labor-intensive and labor-extensive types of industry and modify the Zoning Code incorporating these criteria. (PLANNING)
- H. Study the distribution of industrial lands according to locational criteria and initiate appropriate rezonings where necessary to beneficially reuse these lands. (PLANNING)
- I. Require a finding by the Board of Supervisors that an analysis of supply and demand justifies rezoning for industrial facilities.
- J. Coordinate with the City of Sacramento to develop a joint office of Economic Development. (COUNTY EXECUTIVE, PLANNING, PUBLIC WORKS, BOARD OF SUPERVISORS)
- K. Adopt and implement a comprehensive economic development strategy for communities within the County. (COUNTY EXECUTIVE, PLANNING)
- L. Stimulate the sound economic development of the County by participating in efforts to coordinate industrial development policies with relevant private and public agencies. (PLANNING)
- M. Amend the Zoning Code to permit higher floor area ratios for all nonresidential development. (PLANNING)

AGRICULTURAL-RESIDENTIAL LAND USES INSIDE THE USB

Objective: Efficient build-out of existing Agricultural-Residential areas within the USB to meet rural residential demand without contaminating or overdrafting groundwater aquifers.

Intent: It is the intent of Sacramento County that the pursuit of a rural lifestyle should be available to individuals who wish that experience. The County finds, however, that this pursuit impacts various General Plan goals and objectives. Large-lot agricultural-residential land uses are an inefficient use of land: they absorb a far greater share of the open space and agricultural resources than they provide of the County's housing needs; average lot sizes are much larger than the zoning minima; they prevent systematic extension of public facilities and impact the County's ability to provide services efficiently to urban and Agricultural-Residential residents alike; and they impact the quality and quantity of groundwater. Given these factors, it is the intent of the County that the pattern, extent and densities of Agricultural-Residential land uses should not infringe upon the efficient delivery of public services or infrastructure, and not pose risks to human health and water supply.

New Development: LU-42 provides for future demand within established agricultural-residential areas where additional development contributes to a greater sense of community, helps support limited retail and other services in rural communities, and creates contiguous blocks of similar land use. In the past, vacant and underutilized parcels situated in the path of growth were converted to urban use. LU-42 and LU-43 also provide for new uses to expand around existing nuclei of agricultural-residential development and along the urban perimeter adjacent to the Urban Services Boundary, when they are functionally integrated with other uses in the context of plans for an urbanizing area. This Plan balances preserving land for future urban use with assuring greater permanence to established neighborhoods without compromising their integrity.

Fair Share: Policy LU-44 obligates agricultural-residential land uses to support long-range capital, operation, and maintenance needs for infrastructure. At the present time these uses do not compensate Sacramento County for impacts to the road system. Policies which are presented later in the Land Use Element address fair share in the context of designating areas for urban development.

Buildout Existing Supply: Policy LU-45 encourages land which is inefficiently divided to be used more efficiently. Large amounts of vacant land and large portions of developed parcels could support additional housing units without changing zoning. The County supports projects that cause existing developed and undeveloped areas to build-out to their full zoning potential when they are consistent with General Plan objectives to provide land for urban use and to protect environmental resources. Implementation Measures recognize that land use assignments must be made after studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Buildout General Plan: The County supports one and two acre densities where urban uses are not feasible or practical; it is consistent with goals and objectives to preserve open space; buffers established land uses; is essential to augment build-out and meet historic demand; creates coherent communities; infrastructure is or will be available to protect groundwater; and, it conforms with other policies in this Plan. Implementation Measures recognize that specific land use assignments must be made through detailed studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Infrastructure Efficiency: The County supports providing for the pursuit of a rural lifestyle when it does not impact the efficient provision of public services to future urban land uses and to existing and future Agricultural-Residential land uses. All low density land uses impact service costs when they stand in the path of systematic, cost-effective extensions of public services.

Urban Services: Policy LU-48 integrates the County's intent to ultimately provide urban services within the USB with a long-range strategy to connect AR/A-1 and AR/A-2 uses to public water and sewer and, requiring compensation for impacts to infrastructure, addresses the perception that these uses are subsidized by other residents. This policy also acknowledges that permanent use of on-site waste disposal and water supply systems is also unrealistic at higher agricultural-residential densities and in urbanizing situations due to potential groundwater overdraft and contamination, and limited potential for replacement of malfunctioning systems over the long term. It sets a limit to the period that overdraft will continue and obligates residents to connect to a public water system in the area which, in turn, will receive service water.

Policy LU-49 requires that existing septic systems connect to sewers when sewers are available. Previous policy requires all new systems to either connect or provide for connection. Long-range facility plans will determine when sewers are provided and what are the appropriate connection fees.

Policies:

- LU-42. Future Agricultural-Residential development shall be limited to existing developed and infill Agricultural-Residential lands designated on the Land Use Diagram and such additional areas adjacent to existing developed lands to act as a buffer to new urban areas or as a buffer at the Urban Service Boundary as are consistent with LU-43.
- LU-43. Community and Specific Plans prepared for urbanizing areas may provide for additional Agricultural-Residential areas provided they are functionally integrated with other urban uses in the context of the Plan.
- LU-44. Approval of all future Agricultural-Residential entitlements shall encompass fair share as a concept to equitably apportion all infrastructure costs consistent with General Plan goals.

- IU-45. The County supports development proposals that divide vacant and developed AR/A-1 and AR/A-2 zoned parcels inside the USB to their maximum zoning density.
- IU-46. The County supports rezoning of lands within existing Agricultural-Residential areas inside the USB to create additional AR/A-1 and AR/A-2 zoned land uses when it is consistent with plans to provide for urban uses, appropriate infrastructure is available or planned, is in line with historic demand levels, and consolidates rural communities.
- IU-47. Community and Specific Plans for agricultural-residential areas shall provide for the extension of public sewer and water systems to one and two acre lots.
- IU-48. All new AR/A-1 and AR/A-2 lots created within the USB shall either connect to or provide for ultimate connection to the public sewer and water systems.
- IU-49. Prohibit septic system replacement when sewers become available.

Implementation Measures:

- A. Initiate Community and/or Specific Plan planning processes in Orangevale, Rio Linda, Vineyard, Elk Grove, that portion of Cosumnes inside the Urban Services Boundary, and Antelope to distinguish between areas of current Agricultural-Residential land use to be built out, infilled, and rezoned, and areas appropriate for urban use. (PLANNING)
- B. The County shall monitor development for Agricultural-Residential areas and provide an annual report to the Board of Supervisors that discusses supply and demand. (PLANNING)
- C. Utilizing the Specific Plan process, prepare long-range infrastructure plans and financing plans for the area within the Urban Services Boundary which incorporate the fair share concept when providing services to existing Agricultural-residential neighborhoods. (PLANNING, PUBLIC WORKS, AFA)
- D. Investigate creation of on-site management program for septic systems in areas inside the Urban Services Boundary. (PLANNING, PUBLIC WORKS)
- E. Investigate creating an expandable Mello Roos district to fund the cost differential of providing public sewer and water services to agricultural-residential areas. (PLANNING, PUBLIC WORKS)
- F. Notify appropriate departments when public sewer is extended to agricultural-residential areas to coordinate phase out of private sewage systems. (PUBLIC WORKS, ENVIRONMENTAL MANAGEMENT, PLANNING)

PERFORMANCE STANDARDS

Objective: Coordinate private development with the provision of adequate public facilities and services.

Intent: Performance Standards use consistency checks at all stages of the development process to assure that adequate levels of public services are provided wherever development occurs. By requiring demonstrations of consistency with strategies in the Air Quality Attainment Plan and design guidelines that support mixed land use, non-vehicular access, and transit use, they improve air quality and encourage use of alternative modes of transportation. These demonstrations along with restrictions of new off-site community and regional infrastructure to serve new urban areas, create a compact urban form, and conserve open space.

The General Plan addresses trends away from a public role in infrastructure funding, its impact on housing affordability, and its meaning for future land use and public facility decisions. It evaluated alternative forms of public financial subsidy to offset land costs or provide infrastructure to less expensive land, reductions in service quality, efficiency improvement, and change the nature of housing products, and formulated a comprehensive strategy which includes Performance Standards.

Performance Standards are driven by the need to improve the building and financing of public services. Building public infrastructure beyond needs prolongs private and public cost recovery. Building it out of sequence skews development patterns. These issues are relevant to current pay-as-you-go, district, and fee-driven financing schemes. Performance Standards reduce rates of increase in service costs, financial subsidies of growth by existing residents and, by maintaining adequate levels of service, subsidies of growth by declining service levels. They address the desire to meet air quality, transportation, and funding needs by assuring improved air quality, changing emphasis in transportation towards supporting other modes than autos, and closing funding gaps. They also emphasize the County's desire to improve overall energy efficiency of development via conservation measures implemented in all design and development phases.

Implementation relies heavily upon maintaining existing standards and levels of service as design and planning criteria, linking approval at each stage of development to an accounting of service availability, concurrency, funding, and consistency with each service provider's construction schedule and distributional plan. Carrying out this strategy relies upon the establishment of clear line of authority between Sacramento County, service providers within and outside of County government, and development. The strategy counteracts a provision in State law which does not require master plans by service providers, which are instrumental in implementing the General Plan, to be consistent with the General Plan. Policy authorizing supplemental fees when service provider master plans are consistent with the General Plan directs the County to assist service providers with funding requirements to serve development. Master plans should address: facility and related funding needs

together with a plan to resolve those needs, and timetables showing facility availability consistent with funding schedules and land use phasing sequences. Implementation Measures allow individual service providers to annually determine their ability to meet growth projections, and to notify Sacramento County of facility or funding gaps.

Standards: Policy LU-50 establishes community standards for levels of service, environmental quality, and transportation usage that govern what service providers should seek for all citizens; determine how individual services' planning processes interact with development to build and fund facilities; decide what incentives and disincentives are appropriate; and, authorize supplemental fees when public service master plans are consistent with the General Plan.

The Plan maintains existing levels of public service and quality standards, and increases those which apply to energy conservation. These are the standards service providers and building codes derive from Federal and State air, water quality, and energy conservation standards, from community and industry norms and standards, and use to design facilities, determine needs, and estimate staff and space requirements. Maintaining "adequate" levels of services--those consistent with these standards--prevents services from deteriorating as growth occurs. Appropriate standards and norms are presented in the respective Elements of the General Plan. Implementation Measures support LU-50 by accomplishing two things: they develop specific threshold, level of service and phasing standards for each respective service at each stage of the development process; and, they use the annual reporting process to indicate any need to increase or decrease service standards and quality levels, and to direct these requests to service providers' long-range planning processes.

Stages of Development Process: Policy guidance requires a demonstration and guarantee prior to final approval that projects comply with threshold/level of service/phasing standards of each respective service provider, and provide full accountability that all services are either available or committed and funded at each stage in the development process.

The general standards are:

General Plan Amendment

Identify existing service demand, transit use, emissions; project ultimate demand, use and emissions from project; and, identify on- and off-site facility and program needs to accommodate demand.

Rezoning

Identify phased demands, cost estimates and financing methods, including locations of on- and off-site facilities; provide for funding; annex to appropriate financing district (s); and, identify specific measures assuring conformance with air quality, transit, and design goals.

Tentative Map

Provide for on- and off-site improvements by development phase in concurrence with all other public facilities; secure easements and agreements confirming the provision of measures creating conformance, and specific financing.

Final Map

Implement conditions; execute agreements; provide funding; and, annex to appropriate special district(s).

Building Permit

Pay all appropriate fees.

The respective Elements of the General Plan contain policies governing their performance of service providers, and present specific Performance Standards together with norms and standards governing facility design, needs determination, staff and space requirements. Policy guidance establishes a firm basis for expectations, relying on service provider master plans to specify: standards and quality levels governing long-range infrastructure needs and capital, operation, maintenance and financing requirements; schedules and locations for construction based on funding availability; cost distribution schemes; and, realistic assessments of funding levels. A project moves forward only when it is consistent with a service provider's ability to operate, maintain and staff facilities, and it demonstrates an ability to provide revenues to fund public facilities.

Broad-Based Funding: Policy to rely on broad-based funding extends an existing practice to building all community and regional infrastructure. Existing practice allows for public funding when facilities benefit growth and existing residents.

Incentives and Disincentives: Policy guidance that uses public funding as an incentive and disincentive focuses applying the public share to those projects consistent with General Plan goals and objectives. It does not preclude development which is out of sequence with phasing plans but, rather, places the cost of all connecting facilities upon the benefitting project.

Supplemental Fees: The General Plan provides for supplemental fees in those cases where traditional sources prove inadequate. The Board must show that the nature of service warrants additional fees, that efforts were taken to efficiently provide for future services, and that all available funds cannot meet needs.

The intent is not to usurp authority of the service providers, but to set down expectation before the Board of Supervisors will use it's authority.

Implementation Measures in this Plan propose that service providers prepare long-range master plans for their respective public services based upon a consistent set of population projections, land uses, and planning periods. On an annual basis service providers should survey current service levels, analyze results, and provide this information to the Planning Department. In turn, the Department compiles an annual report on the ability of Sacramento County to accommodate the population forecast and continuing growth. The annual report is the place to resolve the question of inadequate funding, the fiscal and economic impact of higher standards, and questions about current availability or capacity.

Policies:

- LU-50. Levels of service shall be consistent with policies in this Plan, or where none are applicable, shall use Federal and State environmental standards and commonly accepted industry norms and standards as guidelines.
- LU-51. Assure service availability, adequacy, and funding at each stage of the development process for all public services for the life of the project consistent with the intent of this policy.
- LU-52. Rely on broad based funding to construct community and regional facilities.
- LU-53. Give the highest priority for public funding to projects which facilitate infill, reuse, redevelopment and rehabilitation, and the lowest priority for projects that do not comply with public facilities Master Plan phasing sequences.
- LU-54. Supplemental mitigation fees may be established by the Board of Supervisors provided they find that supplemental fees are critical and necessary to meet the facility funding needs of a service provider and that traditional methods are inadequate.
- LU-55. Enact energy conservation performance standards for new construction for cost-effective measures that exceed minimum Federal and State requirements, in recognition and support of the Sacramento Municipal Utility District's "Conservation Power" goals.
- LU-56. Reduce the energy impacts from new residential and commercial projects through investigation and implementation of energy efficiency measures during all phases of design and development.

Implementation Measures:

- A. Coordinate monitoring efforts to ensure that service providers have early knowledge of all proposed projects, the ability to project combined effects of projects on service providers, utilize constant analytical approaches, and effectively convey information regarding the ability to accommodate increased service demand. (PLANNING, SERVICE PROVIDERS)
- B. Revise Facility Master Plans consistent with the goals, objectives, policies, land use and projections of the General Plan. Specify in each Plan appropriate facility and funding needs together with a plan to resolve those needs; and, propose a timetable showing facility availability consistent with the funding schedule. (PUBLIC WORKS, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- C. Provide information to establish baselines of infrastructure availability to meet growth projections. The information should include:
 - ° current service demands, e.g., sewage flows and volumes;
 - ° amount of current capacity now used or committed;
 - ° availability of affected facilities to absorb forecast growth;
 - ° evaluation of funding and site availability for projected new facilities; and
 - ° other information, as appropriate.

PUBLIC WORKS, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- D. Develop specific threshold, level of service and phasing standards for each respective service at each stage of the development process. (PLANNING, PUBLIC WORKS, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- E. Prepare annual reports to the Board of Supervisors which contain development forecasts and evaluations of the ability of service providers to accommodate the forecast and continuing growth; analyze projects in the development pipeline in relation to location, timing, and fiscal economic components of the overall development phasing policy; update observations, conclusions and recommendations as facility improvements are made; and review funding adequacy, the fiscal and economic impact of standards, and other topics, as appropriate. (PLANNING)
- F. Contact and work with the Sacramento Municipal Utility District during initial development planning and project programming to assure that developments enjoy the maximum benefit and cost savings possible through participation, to the extent practical, in energy efficiency programs offered by the District and Pacific Gas and Electric. Available programs include:

Efficient heat, ventilation, and air conditioning systems
Efficient lighting systems
Daylighting
Energy management systems
Thermal energy storage
District heating and cooling
Efficient glazing/building envelope
Efficient motor/processing equipment
Recharging facilities for electric vehicles
Electric trolley, shuttle, and feeder bus service
Trees and white surfaces to reduce "heat island" effect
Fuel cell technology
Photovoltaic technology

URBAN SERVICE BOUNDARY AND URBAN POLICY AREA

Objective: Reserve the land supply to amounts that can be systematically provided with urban services and confine the ultimate urban area within limits established by natural resources.

Intent: The Urban Service Boundary (see Figure III-8) indicates the ultimate boundary of the urban area in the unincorporated County. This boundary, which is based upon natural and environmental constraints to urban growth, is intended to be a permanent boundary not subject to modification except under extraordinary circumstances. The USB should be used by urban infrastructure providers for developing very long-range master plans which can be implemented over time as the urbanized area expands.

The Urban Policy Area defines the area expected to receive urban levels of public infrastructure and services within the 20-year planning period. (See fold-out map which accompanies the General Plan). Defining the Urban Policy Area is of key importance in the provision of urban services and infrastructure to the unincorporated County, as it provides the geographic basis for infrastructure master plans, particularly for public water and sewerage, which require large capital investment and relatively long lead time for the installation of capital improvements.

It is anticipated that the Urban Services Boundary and construction schedules will be incorporated into master plans for the provision of public services and infrastructure to the urban area. Policies pertaining to expanding or amending the Urban Area are included in the section on amending the Land Use Diagram at the end of this Element.

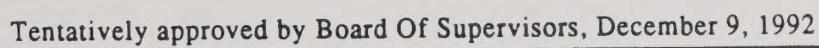
Policies:

LU-57. The County shall not provide urban services beyond the Urban Policy Area, except when the County determines the need for health and safety purposes.

- IJ-58. The County shall maintain an Urban Service Boundary that defines the long-range plans (beyond twenty years) for urbanization and extension of public infrastructure and services, and defines important areas for protecting as open space and agriculture.

Implementation Measures:

- A. Rely on annual monitoring and reporting program and amendment procedures described in the Plan Administration Element and sub-Section III-G of this element, "Amending the Land Use Diagram", as the basis for proposing modification to the Urban Policy Area and Urban Services Boundary.
(PLANNING)



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D. RURAL GROWTH MANAGEMENT STRATEGY

Objective: A viable rural and recreational economy in all non-metropolitan areas outside of the Urban Service Boundary.

INTRODUCTION

Policies in this section of the Land Use Element cover all the non-metropolitan portions of Sacramento County including rural towns, agricultural-residential lands outside the Urban Service Boundary, and agricultural land uses.

RURAL TOWNS

Objective: Limited urban growth in rural towns consistent with infrastructure capacity, natural constraints, and the economic base.

Intent: It is the intent of Sacramento County to direct urban growth to the metropolitan area and to discourage urban growth in outlying communities which serve the County's rural areas. The purpose is to protect prime agricultural lands and to maintain natural resources which occur in these areas, minimize demand for infrastructure provision, reduce impacts on traffic and air quality, preserve groundwater supplies, maintain a jobs/housing balance within the area, and prevent these rural communities from becoming "bedroom communities" for people who work in the metropolitan area.

Since job availability in the Delta is limited, it is assumed that any substantial new residential development in this area would be providing housing for commuters to either the Bay Area or Sacramento. Responding to this demand would compound air quality problems in the Sacramento area, lead to increased demands on rural roads meant to serve the considerably lower volume of rural traffic, and conflict with the needs of large, slow-moving farm equipment.

Growth Constraints: All growth of the Delta communities of Freeport, Hood, Courtland, Locke, and Walnut Grove should occur within the limitations of sewage disposal facilities and flood protection. Growth is limited to varying degrees by sewage treatment capacity; flood constraints; water quality impacts to the Delta, Estuary, and Bay; and prime agricultural soils. The Delta Community Area Plan, which is incorporated by reference into the Community Planning Element of this General Plan, provides further guidance for the expansion of the Delta area towns.

Infrastructure Capacity: Increased infrastructure capacity should be considered carefully for potential growth inducement, and should only come after the quality of existing systems has been improved to the satisfaction of the County. Other issues of infrastructure provision should be resolved prior to development.

New Towns: New towns frequently become large-scale residential developments relying on employment within a large radius of the town and only modest, service-oriented levels of employment and occasional large firms on-site. They can undermine existing area economies, subtract from their economic vitality, impact the road system and air quality, and absorb significant amounts of resource-rich lands.

Policies:

- LU-59. Expansion of urban uses in rural areas shall be limited to the established Delta communities of Freeport, Hood, Courtland, Locke, and Walnut Grove and to specific small expansions which support the agriculturally and recreationally based economies of the Delta.
- LU-60. Sewer and water treatment and delivery systems shall not provide for greater capacity than that authorized by the General Plan.
- LU-61. The County will not support the development of new towns in rural areas extending beyond the Urban Services Boundary.

AGRICULTURAL RESIDENTIAL LAND USE OUTSIDE THE URBAN SERVICE BOUNDARY

Objective: Limited agricultural-residential land use expansion outside the USB which does not compromise objectives for protecting prime agricultural lands and open space, and avoids groundwater overdraft and contamination.

Intent: It is the intent of Sacramento County that pursuit of a rural lifestyle should be available within the County. The County finds, however, that this pursuit impacts various General Plan goals and objectives and that a balance must be struck with demand and the needs of a changing farm economy. The open spaces of rural areas gain importance as urbanization proceeds.

New Development: Policy LU-62 provides for meeting future demand within established agricultural-residential areas where additional development contributes to a sense of greater community, helps support limited retail and other services in rural communities, and creates contiguous blocks of similar land use.

Fair Share: Policy LU-63 obligates agricultural-residential land uses to support long-range capital, operation, and maintenance needs for infrastructure. At present, these uses do not compensate Sacramento County for impacts to the road system. Policies which are presented later in the Land Use Element address fair share in the context of designating areas for urban development.

Substandard Lots: Historical lot division practices created many lots which fall below the minimum 5-acre size recommended for on-site waste treatment and water supply. Build-out of these lots at substandard densities would likely impact groundwater quality and contribute to groundwater

overdraft. Policy LU-64 helps assure permanent land uses in areas outside the Urban Service Boundary, where public water and sewer services will not be provided.

Minimum Agricultural Residential Densities: Policy LU-65 requires the County to maintain minimum AR-5 densities in areas where urban services are not, or will not, be available. This policy is consistent with the recent history of County land use decisions outside of the Urban Service Boundary. It acknowledges that some consideration of AR-1 and AR-2 zoning within the Galt sphere of influence may be warranted in view of existing land use patterns and the proximity of urban services. However, such consideration must be made in the context of overall community needs and service extension provisions associated with a community plan for the area. Coordination with the City of Galt will be essential in the development of such a plan. Additionally, this policy is consistent with Policy OS-14A which permits development clustering in rural areas when consolidation of the allowable densities creates an open space buffer for protecting nearby farming activities.

Build-out Existing Supply: Policy Policy LU-66 makes more efficient use of land which is inefficiently divided. Large amounts of vacant land and large portions of developed parcels could support additional housing units without changing zoning. The County supports projects that cause existing developed and undeveloped areas to build-out to their full zoning potential when they are consistent with objectives of this plan to protect environmental resources. Implementation Measures recognize that specific land use assignments must be made after studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Build-out General Plan: The County supports limited expansion within the larger framework of goals and policies in the General Plan. Inventory of land outside the Urban Service Boundary indicates that there is a considerable supply without major environmental constraints. Policy LU-67 acknowledges that meeting future demand does not require use of land with constraints. The intent is that the County should not approve new agricultural-residential uses in the following: prime agricultural areas; areas where the use would impact vernal pools, or other wetland habitat, areas outside the USB that are subject to groundwater overdraft; and, areas that depend on aquifers that exceed the standards established by the State Water Quality Control Board regarding nitrate contamination. Excluding these areas, expansion can occur only where it is consistent with goals, objectives and policies of the General Plan; buffers established land uses; augments build-out and meets historic demand; creates coherent communities; conforms with soil suitability; protects groundwater; and, conforms with other policies in this Plan. Implementation Measures recognize that specific land use assignments must be made through detailed studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Policies:

- LU-62. Future agricultural-residential development outside the USB and Galt's Sphere of Influence shall be limited to existing agricultural-residential lands so designated on the Land Use Diagram and new areas adjacent to existing areas with agricultural-residential land use designations.
- LU-63. Approval of all future agricultural-residential entitlements shall encompass fair share as a concept to equitably apportion all infrastructure costs consistent with General Plan goals.
- LU-64. The County supports consolidating substandard lots into standard lots consistent with prevailing zoning densities.
- LU-65. Rezones proposed for areas where urban services are not and will not be available outside the Urban Service Boundary and Galt Sphere of Influence shall be only to zones which do not allow densities to exceed 1 primary residence per five acres.
- LU-66. The County supports development proposals that divide vacant and developed AR/A-5 parcels outside the USB to their maximum zoning density.
- LU-67. The County supports rezoning to create additional AR/A-5 land uses outside the USB when it is determined to be essential to meet demand levels, form coherent communities, and protect open space and environmental resources, but does not involve the rezoning of prime or Statewide in importance farmland.

Implementation Measures

- A. The County shall monitor development of agricultural-residential areas and provide an annual report to the Board of Supervisors that discusses supply and demand. (PLANNING)
- B. In coordination with the City of Galt, prepare and adopt a community plan for the agricultural-residential area west of Galt. (PLANNING)
- C. Solicit a recommendation from the City of Galt regarding any rezones within the Galt Sphere of Influence. (PLANNING)

AGRICULTURAL LAND USES

Objective: Important farmlands protected to ensure the continuation of agricultural production and to preserve open space.

Intent: Sacramento County contains extensive areas of productive agriculture which produce a variety of crops. The agricultural economy, \$245 million in 1991, contributes to the economic vitality of both urban and rural Sacramento

County. In addition, the existence of agricultural lands as open space provide benefits to urban dwellers appreciative of nearby agricultural lands and their associated open space and habitat value.

Agricultural production and open space preservation are threatened by the conversion of agricultural land to urban uses. Farmland conversion directly affects agricultural productivity by reducing the farmland base and indirectly by increasing production costs or reducing yields on neighboring farmlands. Agricultural property lost to urban uses reduces overall farm production, open space, and wildlife habitat.

Development pressure and the variable economic nature of agriculture production, low financial returns and high cost expenditures, have motivated some farmers to sell or option their land to property developers. Seasons, markets, and land values control income flow and depending upon weather patterns, crop surpluses, and economic fluctuations, farmers can realize handsome profits or sizeable losses. Such variables can make farming difficult and financial offers from land developers attractive. As a result, a large portion of the County's agricultural land inventory is being held for future development.

Many of the developer-owned agricultural properties are not contiguous to urban areas and, therefore, are not appropriately sited for cost-effective public infrastructure and public service delivery. Providing services to these areas is financially and environmentally costly. Supplying services to out lying developments increases infrastructure costs and aggravates air quality problems. In addition, such developments impact farm production by increasing road congestion, may reduce ground water elevations, and create conflicts between farming practices and nearby residential landowners.

Agricultural uses adjacent to urban areas are, at times, considered a nuisance to residents in newer developed areas. Farm production generates, to varying degrees, dust, smoke, odors, noise, and chemical drift. Complaints by residents in the past have created difficulties for farm operators and generated animosity between neighbors. In 1991, the Right-to-Farm Ordinance was adopted by the Board of Supervisors which named the Agricultural Commissioner as the arbitrator of disputes and established policy which favors the continuation of farming functions, provided the health and safety of nearby residents is not jeopardized.

Establishing a buffer area between the two uses would eliminate many of the conflicts between adjacent neighbors. Various features such as roads, vegetation, wildlife habitat, and open space corridors provide adequate buffering. The Agricultural Element addresses specific widths and ownership issues for establishing buffer areas.

Agricultural-Industrial Development: Agricultural industrial development on agricultural lands broadens economic opportunities available to agricultural property owners. Development of such industries could benefit agricultural production by providing processing facilities nearby, thus reducing costs

associated with transporting crops from field to processing facility. Proposed policy does not intend to allow degradation of water quality, soils, and agricultural productivity.

The prior General Plan provided detailed policy for the Food Processing/Agricultural Combining land use zone. However, demand for such uses has not materialized and the previous policy language has been removed. Policy below provides general direction should demand for such uses occur.

Other Elements: The Agricultural Element addresses additional farmland protection policies. Its goal is to maintain the County's agricultural lands, agricultural productivity, related agricultural industries, and open space and associated natural resource benefits. Other policies pertinent to agriculture are found in the Open Space Element and the Soil Resources Section of the Conservation Element.

Policy:

IU-68. Industries allowed in agricultural areas shall be restricted to activities that involve the storage, primary processing, or primary manufacturing of raw agricultural materials provided that properties are designated Food Processing Combining land use zone and agricultural industrial practices are consistent with the Zoning Code.

Implementation Measure:

A. Modify Zoning Code for consistency with General Plan. (Planning Department)

E. INTER-JURISDICTIONAL COORDINATION

GOAL: Policies and programs of County departments and other governmental agencies and jurisdictions mutually consistent with one another and with the policies contained in this plan.

INTRODUCTION

Local, regional, state, and federal governments plan, regulate, and manage, to varying degrees, land use and development. Of these four, local governments, including the County, cities, various special districts, and local independent agencies, have the most broad and direct authority concerning land use. Local government, as delegated by state law, protects and preserves land resources and insures its use is economically and socially desirable. Regional government, represented by the Sacramento Area Council of Governments (SACOG), provides member local governments with technical planning assistance and often serves as a forum for discussing regional issues. State and federal agencies have the least ability to control overall land use changes, primarily because their authority is restricted by law to authority over specific resources or properties. Although their control is limited, they are likely to have an

influential role in regulating projects that have a direct impact on water quality or wetlands. In addition, state and federal agencies control on-site planning of their own facilities and assume only limited responsibility for developing in a manner consistent with county policy.

County Departments can assume lead roles in implementing many General Plan policies, however, much policy implementation remains dependent upon a coordinated planning approach between multiple parties. Key to effectively implementing most of the policy addressed in this plan is coordination and cooperation between various County Departments. Also instrumental to the General Plan's success is coordination with city governments, joint Sacramento City and County agencies, the Local Agency Formation Commission, and various independent public service districts. State agencies most likely to participate in local land use issues are the Department of Fish and Game and the Central Valley Water Resources Control Board. Federal agencies responsible for wetland regulation, an important determinant to development, are the U.S. Army Corps of Engineers and U.S. Environmental Protection Agency. In addition, due to development pressure and dwindling habitat, nonprofit groups and public agencies tasked with natural resource preservation are increasing their activities in the County. Significant participants involved in protecting habitat include the Nature Conservancy, Ducks Unlimited, Audubon Society, the State Lands Commission, and the U.S. Fish and Wildlife Service.

COUNTY AGENCY COORDINATION

Objective: Coordination between County Departments charged with plan implementation comprehensive.

Intent: Implementation of the General Plan is dependent upon a coordinated approach by multiple County departments to implement General Plan policy. The bulk of Plan implementation is the Planning Department's responsibility. However, other departments such as Public Works, Parks, and Environmental Management are identified as primary facilitators tasked with implementing numerous policies. In addition, implementation of many other policies require that multiple Departments integrate their skills to cooperatively utilize professional expertise. Implementation of many policies such as developing natural stream plans and providing rural services will require a multi-departmental team effort.

Policy:

LU-69. County departments shall coordinate implementation of electric service delivery, air quality, water supply, transportation, drainage/flood control, solid waste disposal/recycling, and hazardous waste management plans in conjunction with vested public and quasi-public agencies.

Implementation Measures:

A. Facilitate County interdepartmental agreements to implement General Plan policy. (PLANNING)

- B. Create interdepartmental teams to coordinate program implementation which involves multi-departmental responsibilities. (PLANNING, OTHER PUBLIC SERVICE PROVIDERS)

INDEPENDENT AGENCY COORDINATION

Objective: Plan implementation achieved by coordination between the County and independent agencies, districts, and commissions.

Intent: Although county government provides several community and public services, residents rely on independent agencies to provide many others, including electric service, wastewater treatment, water, schools, parks, emergency services, transit, and fire protection. To manage growth and provide service, it is best that development of public facilities occur simultaneously with development of new urban growth areas. Although independent providers are not necessarily bound by General Plan policy as set by the Board of Supervisors, Board members may have critical roles on some of these district boards or commissions and may be in position to promote district policy consistent with General Plan policy.

Additional policies involving county coordination with independent service providers are found in the Circulation and Public Facilities Elements.

Lastly, the Local Area Formation Commission (LAFCO) is responsible for approving requests for annexations. Given the high percentage of developed land in unincorporated county areas, requests to LAFCO for annexation or increased spheres of influence are likely.

Policies:

IU-70. County department shall coordinate with public service providers independent from County government, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies consistent with the General Plan policies.

IU-71. Annexations should only be advocated which:

- ° ensure provisions and demonstrate maintenance for adequate municipal services;
- ° are consistent with state law and LAFCO standards and criteria;
- ° provide for equitable distribution, based on region-wide analysis, of social services and low income housing needs;
- ° are consistent with General Plan and Community Plan policies; and
- ° preserve community identity.

Implementation Measure:

- A. Provide technical assistance to independent service districts to facilitate district planning procedures consistent with policies in this plan. (PLANNING, PUBLIC WORKS, AFA)
- B. Involve appropriate independent service districts early in the project review process. (PLANNING)

REGIONAL AGENCY COORDINATION

Objective: Coordinate practices and strategies of local planning with goals and objectives of regional governance.

Intent: Currently, SACOG is the only regional government entity that includes Sacramento County in its jurisdiction. SACOG'S services to the County include serving as a repository for United States Census data and developing both the Regional Air Quality Plan and the Regional Transportation Plan. Regional planning legislation is currently before the California legislature that would institute combinations of state-wide or regional land use planning and regulation. In the future, some form of greater-than-local land use planning and regulation is possible.

Regional agency coordination should include local jurisdiction revenue sharing in the funding of regional infrastructure capital improvement projects such as regional transportation systems and wastewater treatment plants. Another example of regional agency coordination is the San Francisco Estuary Project, managed by EPA with participation from state and local governments and private interest groups. This agency is developing a regional plan to protect San Francisco Bay and Sacramento/San Joaquin Delta. It is likely the Project will recommend some type of regional governance for the Delta.

Policy:

- LJ-72. The County shall coordinate with regional planning agencies setting land use and environmental policies and programs and cooperate in the implementation of programs consistent with General Plan policy.

Implementation Measure:

- A. Coordinate with SACOG to incorporate goals and objectives of the General Plan into plans of member jurisdictions. (PLANNING)
- B. Participate in formulating a regional planning body to oversee protection and enhancement of Delta resources including prime soils, wild life habitat, and water quality. (PLANNING)

STATE AND FEDERAL AGENCY COORDINATION

Objective: Habitat enhancement, open space protection, and cohesive urban design accomplished by Local, State, and Federal agency coordination.

Intent: The Clean Water Act, administered by the Environmental Protection Agency, identifies the U.S. Army Corps of Engineers as the permitting agency regulating discharge of fill into wetland areas and the U.S. Fish and Wildlife Service as advisor to the Corps. The Corps permitting process, referred to as Section 404, is the primary means utilized by County government to identify wetland values and protect or mitigate habitat impacted by urban development. Along with their regulatory responsibilities, federal agencies, in conjunction with county, state, and nonprofit organizations, are also planning habitat restoration and protection projects for wetland and riparian areas. Recently, federal agencies, namely EPA, are placing greater emphasis on advance planning. Such efforts can assist the County in identifying resource values and facilitating either protection or appropriate development.

In addition to federal review of County projects, various state agencies are called upon to review the environmental impacts of specific development projects. State agencies involved include the Regional Water Quality Control Board, California Division of Forestry, Department of Housing, Air Resources Board, and State Fish and Game.

Policy:

LJ-73. The County shall consult with state and federal regulatory and resource agencies during initial review of development projects to identify potential environmental conflicts and establish, if appropriate, concurrent application processing schedules.

Implementation Measures:

- A. Develop procedure to facilitate early participation in and greater integration of environmental planning procedures in the resource protection and regulatory processes of state and federal resource and regulatory agencies. (PLANNING)
- B. Develop programs with state and federal agencies to inventory habitat or areas with habitat restoration potential and survey wildlife density and diversity. (PLANNING)

F. ZONING CONSISTENCY

GOAL: Accommodate an effective range of residential densities or commercial and industrial land use intensities within areas defined by the General Plan Land Use Diagram of the unincorporated County area.

Objective: Zoning consistent with the adopted General Plan Land Use Diagram.

Intent: State Law (Government Code Section 65860) requires the County Zoning Ordinance to be consistent with the County General Plan. In practice, zoning consistent with the land use designation defined by the General Plan Land Use Diagram must be demonstrated for any land use approval. It is the intent of this section to describe Sacramento County's administrative process for determining zoning consistency.

The General Plan establishes various ranges of residential densities and land use intensities permitted under each land use category. In the unincorporated County area, the Community Plan diagrams are prepared to contain a greater level of detail than shown on the General Plan Land Use Diagram. Community Plan diagrams define the specific zoning classification of individual parcels from the full range allowed under a General Plan category. Thus, the Community Plan diagram establishes the specific zoning districts and land use patterns of an entire geographic area.

In the urban communities, a community plan diagram constitutes both the land use plan and a proxy for the zoning map of the area. Urban communities are initiated by the Board of Supervisors when the need for land use intensification has been identified through planning studies. In the rural communities, detailed zoning districts are not as well defined since land use intensification in these outlying areas is not expected to occur during the planning period. In effect, community plan diagrams and zoning implement the goals and policies of the General Plan at the site specific level.

It is not the intent of the zoning consistency policy to mandate a one-to-one conformance between existing zoning classifications and adopted General Plan land use categories, nor is the policy intended to cause parcels to become nonconforming land uses. Instead, exceptions are warranted for historical zoning and scale considerations related to individual parcels. The Plan recognizes that inconsistencies occur that can be explained when the historical zoning of the property is examined or when the General Plan Land Use Diagram scale considerations are reviewed.

The following Zoning Consistency Matrices (Tables III.5 and III.6) form the basis for determining consistency between zoning and the General Plan Land Use Diagram for any land use proposal under review. In addition to the current zoning classification system, the County has interim zones. These zones exist primarily in rural communities where categories remain from a zoning classification system in effect prior to the 1980's. Staff will use both the old and new matrices to determine zoning consistency until the old system no longer applies to any parcels of land located within the unincorporated area.

The Zoning Consistency Matrix (Table III.5) and the Interim Zoning Consistency Matrix (Table III.6) list specific zoning classifications along the left-hand side of the matrix and General Plan land use designations across the top of the matrix. If the intersection box is shaded, then the zoning is consistent with the indicated General Plan land use designation. If the intersection box

contains a number, zoning is conditionally consistent as described in the footnote which corresponds to the number found in the intersection box. If the intersection box is blank, then the matrix indicates that the zoning classification is not consistent with the General Plan land use designation of the site. In sum, the following matrices represent policy statements of zoning consistency.

Policy:

LU-74. The following tables, entitled "Zoning Consistency Matrix" (Table III.5) and "Interim Zoning Consistency Matrix" (Table III.6), are the official guide for determining consistency between zoning and the adopted General Plan Land Use Diagram. However, it must be recognized that there will not always be a one-to-one relationship between existing zoning and the Land Use Diagram, as the historical use of the property and scale considerations of the Diagram will also be given consideration in determining consistency with the General Plan.

TABLE III.5

ZONING CONSISTENCY MATRIX

COMBINING LAND USES		LAND USE DESIGNATION									
AGRICULTURE											
OPEN SPACE											
OTHER											
COMMERCIAL AND INDUSTRIAL											
RESIDENTIAL											
MIXED-USE											
ZONING CATEGORIES											
PERMANENT AGRICULTURE											
AG-160 PERMANENT AGRICULTURE											8
AG-80 PERMANENT AGRICULTURE											8
AG-40 PERMANENT AGRICULTURE									10		8
AG-20 PERMANENT AGRICULTURE									10		8
RESERVE											
RR RECREATION RESERVE											
UR URBAN RESERVE											8
IR INDUSTRIAL RESERVE											8
AGRICULTURAL-RESIDENTIAL											
AR-10 AGRICULTURAL-RESIDENTIAL 10											
AR-5 AGRICULTURAL-RESIDENTIAL 5											
AR-2 AGRICULTURAL-RESIDENTIAL 2											
AR-1 AGRICULTURAL-RESIDENTIAL 1											
RECREATION											
O RECREATION											
NP NATURAL PRESERVE											
RESIDENTIAL											
RD-1 RESIDENTIAL DENSITY 1			7	3							
RD-2 RESIDENTIAL DENSITY 2			7	3							
RD-3 RESIDENTIAL DENSITY 3			7	3							
RD-4 RESIDENTIAL DENSITY 4			7	3							
RD-5 RESIDENTIAL DENSITY 5			7	3							
RD-7 RESIDENTIAL DENSITY 7			7	3							
RD-10 RESIDENTIAL DENSITY 10											
RD-15 RESIDENTIAL DENSITY 15				4							
RD-20 RESIDENTIAL DENSITY 20				4							
RD-25 RESIDENTIAL DENSITY 25				4							
RD-30 RESIDENTIAL DENSITY 30				4							
RD-40 RESIDENTIAL DENSITY 40			3	3							
RD-50 RESIDENTIAL DENSITY 50			3	3							
RM-2 MOBILEHOME SUBDIVISION											
COMMERCIAL											
BP BUSINESS AND PROFESSIONAL			2	2	2						
SC SHOPPING CENTER			2	2	2						
LC LIMITED COMMERCIAL			2	2	2		12				
GC GENERAL COMMERCIAL				2	2						8
AC AUTO COMMERCIAL				2	2						
TC TRAVEL COMMERCIAL				2	2		9				
C-O COMMERCIAL-RECREATION				2	2						
INDUSTRIAL											
M-1 LIGHT INDUSTRIAL				5			5				8
M-2 HEAVY INDUSTRIAL											8
MP INDUSTRIAL-OFFICE PARK							5				8
COMBINING											
(FP) FOOD PROCESSING											
(F) FLOOD											
(SM) SURFACE MINING											
(NPA) NEIGHBORHOOD PRESERVATION AREA											
(PC) PARKWAY CORRIDOR											
(NS) NATURAL STREAM											
(MHP) MOBILEHOME PARK											
SPECIAL											
SPA SPECIAL PLANNING AREA			6	6	6	6					
DW DELTA WATERWAYS											

- The Core Area designation is shown only within the incorporated City of Sacramento and zoning is under that jurisdiction.
- Areas zoned LC, SC, BP, GC, AC, TC, and C-O that are less than 10 acres are consistent in the High Density, Medium Density and Low Density Residential General Plan designations if they are shown on the Community Plan map but may not be shown on the Land Use Diagram due to scale considerations.
- Areas zoned RD-40 and RD-50 that are less than 15 acres are consistent in the Medium Density and Low Density Residential General Plan designations if they are shown on the Community Plan map but may not be shown on the Land Use Diagram due to scale considerations.
- Areas zoned RD-30, RD-20 and RD-15 that are less than 15 acres are consistent in the Low Density Residential General Plan designation if they are shown on the Community Plan map but may not be shown on the Land Use Diagram due to scale considerations.
- Areas zoned M-1 that are less than 15 acres are consistent in the Commercial and Office General Plan designations if they are shown on the Community Plan map but may not be shown on the Land Use Diagram due to scale considerations.
- The land uses and residential density permitted in any particular SPA ordinance must conform to the land use categories and policies of the General Plan.
- Low Density Residential zoning is appropriate in Medium Density Residential designated areas only when needed as a buffer.
- Consistency in the Aggregate Resource Area designation is determined by the consistency between the underlying General Plan designation and the zoning.
- The TC Travel Commercial zoning classification is consistent with the General Plan provided there are findings of fact by the Board of Supervisors that the needs of the traveling public justify the zoning.
- The AG-20 and AG-40 zoning categories are consistent with the Agricultural Cropland designation provided they meet the criteria of the applicable General Plan policies.
- All zoning classifications in existence at the time the Urban Development Area designation is applied are considered consistent. Rezones will not be approved until the Urban Development Area designation is removed.
- Areas zoned LC that are less than 5 acres are consistent in the Intensive Industrial General Plan designation if they are shown on the Community Plan map but may not be shown on the Land Use Diagram due to scale considerations.

NOTES: Shading indicates that the zoning classification is consistent with the General Plan designation. A number indicates conditional consistency in accordance with the corresponding footnote.

TABLE III.6

INTERIM ZONING CONSISTENCY MATRIX

COMBINING LAND USES		LAND USE DESIGNATION									
AGRICULTURE											
OPEN SPACE											
OTHER											
COMMERCIAL AND INDUSTRIAL											
RESIDENTIAL											
MIXED-USE											
INTERIM ZONING CATEGORIES											
AGRICULTURAL HOLDING											
A-80 AGRICULTURAL HOLDING											4
A-20 AGRICULTURAL HOLDING											4
A-10 AGRICULTURAL HOLDING											
GENERAL AGRICULTURAL											
A-5 GENERAL AGRICULTURAL											
A-2-B GENERAL AGRICULTURAL											
A-2 GENERAL AGRICULTURAL											
A-1-A GENERAL AGRICULTURAL											
ESTATE											
RE-2 ESTATE											
RE-1 ESTATE											
RESIDENTIAL											
R-1-A SINGLE FAMILY											
R-1-B SINGLE FAMILY & DUPLEX											
R-2 TWO FAMILY											
R-2A MULTIPLE FAMILY											
R-3 MULTIPLE FAMILY											
RM-1 MOBILEHOME PARK											
COMMERCIAL											
CC CONVENIENCE CENTER											
COMBINING											
(PD) PLANNED DEVELOPMENT											
OBSOLETE											
C-1 LIMITED COMMERCIAL											
C-2 LIMITED COMMERCIAL											

- As a general guideline the General Plan Diagram will show districts of Commercial zoning, ten (10) acres in size or greater. Smaller Commercial districts within the urban area would not be shown on the General Plan Diagram and thus would be consistent. Applications containing 10 acres of Commercial zoning or more shall require General Plan amendments to the General Plan Land Use Diagram.
- As a general guideline the General Plan Diagram will show districts of Multiple Family zoning, fifteen (15) acres in size or greater. Smaller Multiple Family districts within the urban area would not be shown on the General Plan Diagram and thus would be consistent. Applications containing 15 acres or more of Multiple Family Residential zoning shall require General Plan amendments to the General Plan Land Use Diagram.
- The A-2-B, A-2, A-1-A, A-1-B, or RE-2 interim zones are consistent with the General Plan provided the Board of Supervisors has, by resolution, ordinance, or community plan or specific plan established a minimum lot size of less than five (5) acres for a given area.
- Consistency in the Aggregate Resource area designation is determined by the consistency between the underlying General Plan designation and the zoning.
- All land use zones in existence at the time of application of the Urban Development Area General Plan category are considered consistent. Rezones will not be approved until the Urban Development Area designation is removed.

* The Core Area land use category is shown only within the incorporated City of Sacramento and zoning is under that jurisdiction.

NOTE: Shading indicates that the zoning classification is consistent with the General Plan designation. A number indicates conditional consistency in accordance with the corresponding footnote.

G. AMENDING THE LAND USE DIAGRAM

GOAL: Accommodate land use proposals which are in the interest of the public health, safety, and welfare of the residents of Sacramento County.

Objective: Administrative procedures to amend the General Plan Land Use Diagram.

Intent: The Land Use Element, like the other elements of the General Plan, affects both current and future generations. To remain effective in addressing changes in local trends and conditions that occur during the designated planning period, the Land Use Element must be amendable. Therefore, the Planning Department shall monitor the conditions and needs of the unincorporated area during the planning period and will amend the Land Use Diagram as changes in local trends and conditions dictate.

Amendments may be initiated by the Board of Supervisors, the Planning Commission or private individuals. State Law (Government Code Section 65358(b)) limits amendments to the Land Use Diagram and each mandatory element of the General Plan to four amendments per calendar year. Any number of changes can be made to an element, including the Land Use Diagram, and be considered one amendment.

Policies:

- LU-75. Except as permitted by LU-42, the County shall not accept applications to amend the General Plan Land Use Diagram from a designation in Column A to a designation in Column B for property located outside of the Urban Policy Area but within the Urban Service Boundary unless:
- ° The property adjoins property designated for urban land uses and its shape and extent comprise a logical extension of infrastructure and services; and
 - ° There is clear evidence that infrastructure capacity and service availability exist or can be easily extended to the property; and
 - ° The Board finds that the unincorporated area land supply within the Urban Policy Area contains an insufficient land supply to accommodate a 15 year supply of growth; or
 - ° The Board determines that the property represents a minor and logical extension of the Urban Policy Area for the purpose of preparation of a Specific Plan or other development request.
- LU-76. The Urban Policy Area is intended to provide a 20-year supply of developable land sufficient to accommodate projected growth. The UPA shall also include additional lands to ensure an appropriate supply. It is the policy and intent of the County to expand the UPA at a

minimum of five year intervals to maintain a constant adequate supply of land.

Guidelines to be considered by the Board in determining the expansion of the Urban Policy Area include:

- o Buildout rates by type of use, unit type and density for the previous 5-year period.
- o Infill trends and opportunities.
- o Population and job growth projections as reflected by a minimum of three independent sources.
- o Evidence that the infrastructure capacity and service availability exist or can be extended to the property.

LU-77. Before granting approval of an amendment to the Land Use Diagram, the Board of Supervisors shall find that:

- o the request is consistent with the objectives and policies of the General Plan;
- o approval of the proposal will not adversely affect the fiscal resources of the County;
- o the project will be consistent with the performance standards in this Plan and, for urban uses in urban growth areas, the project complies with the requirements of LU-8.

LU-78. The County may modify the Urban Policy Area independent of changes in General Plan land use designations provided that the area encompassed by the changes meets the requirements of Policy LU-75, or the County has adopted a Community Plan which provides for extending urban services to existing agricultural-residential areas.

LU-79. The County shall not accept applications to amend the Land Use Diagram from a designation in Column A to a designation in Column B of Table III.7 for property outside of the Urban Service Boundary unless consistent with Policy LU-59.

LU-80. The County shall not accept applications to amend the Land Use Diagram from a designation in Column A, in Table III.7 to an Agricultural-Residential Land Use Designation for property outside the Urban Service Boundary, unless:

- o The property adjoins an existing area designated for agricultural-residential land use.
- o The property is consistent with Policy LU-67.

- ° The change in designation will not trigger the need for urban services and cumulative traffic impacts will be within the capacity of the planned road system.

LU-81. The County shall not expand the Urban Service Boundary unless:

- ° There is inadequate vacant land within the USB to accommodate the projected 20 year demand for urban uses; and
- ° The proposal calling for such expansion can satisfy the requirements of a master water plan as contained in the Conservation Element; and
- ° The proposal calling for such expansion can satisfy the requirements of the Sacramento County Air Quality Attainment Plan; and
- ° The area of expansion does not incorporate open space areas for which previously secured open space easements would need to be relinquished; and
- ° The area of expansion does not include the development of important natural resource areas, aquifer recharge lands or prime agricultural lands;

OR

- ° The Board approves such expansion by a 4/5ths vote based upon on finding that the expansion would provide extraordinary environmental, social or economic benefits and opportunities to the County.

LU-82. Any Departmental determination on the acceptability of an application to amend the General Plan criteria in policies LU-70 through LU-75 and AG-2 is appealable to the Board of Supervisors.

Implementation Measure:

- A. Evaluate requests to amend the General Plan Land Use Diagram. (PLANNING, PLANNING COMMISSION, BOARD OF SUPERVISORS)

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TABLE III.7

GENERAL PLAN
LAND USE CATEGORIES (FROM/TO)
SUBJECT TO DETERMINATION BY
PLANNING DEPARTMENT

A From the Following <u>Land Use Categories</u>	B To the Following <u>Land Use Categories</u>
Recreational Agricultural-Urban Reserve General Agriculture (80 acres) General Agriculture (20 acres) Agricultural Cropland	Agricultural-Residential Low Density Residential Medium Density Residential High Density Residential Urban Transit-Oriented Development Neighborhood Transit-Oriented Development Commercial and Office Industrial Intensive Industrial Extensive Urban Development Area

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